

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF WELFARE

TENTH BIENNIAL REPORT

of the

SECRETARY OF WELFARE

JUNE 1, 1938 to MAY 31, 1940



E. ARTHUR SWEENY

Secretary



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**COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF WELFARE
Harrisburg**

September 15, 1940.

Honorable Arthur H. James, Governor,
Commonwealth of Pennsylvania,
The Capitol,
Harrisburg, Pennsylvania.

Dear Sir:

In accordance with the Administrative Code of the Commonwealth, I have the honor to submit to you herewith, the Tenth Biennial Report of the Secretary of Welfare.

The populations of the hospitals for the mentally ill, the institutions for the mentally deficient and epileptic, and the penal and correctional institutions have been continually increasing. At the beginning of the biennium the population for all of the State-owned institutions was 29,515. This total increased to 31,054 at the end of the biennium, an increase of 1,539 exclusive of Philadelphia State Hospital, which, at the close of the period, was caring for 5,706 patients.

While new buildings for housing the increasing number of patients or inmates had been constructed during the previous biennium at a cost of \$31,000,000, and, with the exception of the new Pennsylvania Industrial School at White Hill, had been completed, almost no provisions had been made for the equipping and furnishing of the buildings. In addition, numerous corrections, which varied from minor changes of windows or doors to large alterations or additions, had to be made in order to make the structures serviceable.

Out of a budget of \$232,000, definite plans were developed for the necessary corrections, and adequate services, such as electric and steam, were provided.

Conferences with the representatives of the General State Authority and the Superintendents of the various institutions were then held, and a program was developed for securing the needed equipment.

A budget of \$1,440,000 was established for purchasing fixed equipment, and approximately \$976,000 allocated for securing the

movable equipment, by which Department of Welfare has been able to procure the necessary supplies.

On the pages that follow, details on the entire building and equipping program are shown, as well as functions and responsibilities of the various Bureaus and Divisions within the Department outlined, and figures on the movements of populations in the various institutions given.

Respectfully,

A handwritten signature in cursive script, appearing to read "Elmer Sweeney". The signature is fluid and extends across the width of the line.

Secretary of Welfare.

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BUREAU OF MENTAL HEALTH

THE Bureau of Mental Health succeeded the long existing Committee on Lunacy of the Board of Public Charities. The scope of the Bureau, however, is much broader than that of the old Committee because it has not only under supervision everything pertaining to mental patients of all kinds throughout the Commonwealth but it is also charged with the promotion of activities for prevention.

Legal Basis

The Bureau of Mental Health came into existence through the Act establishing the Welfare Department (Act No. 425, May 25, 1921) being specifically mentioned and authorized in Section 6, i. e., "One of said bureaus shall be a bureau of mental health to further the prevention and cure of mental disease, and the head of such bureau shall be a physician specially experienced in mental diseases."

Section 2313 of the Administrative Code contains the following reference to Mental Health: "The Department of Welfare shall have the power, and its duty shall be:

"To administer and enforce the laws of this Commonwealth relative to the prevention of mental diseases, mental defects, epilepsy and inebriety, the admission and commitment of mental patients to hospitals for mental diseases and institutions for mental defectives and epilepsy, and the transfer, discharge, escape, interstate rendition, and deportation of mental patients."

Other sections of the Administrative Code forming the basis for the legal responsibilities of the Bureau are 2302, defining State institutions and supervised institutions, including State-owned, licensed county and district hospitals, licensed private institutions for mental patients; 2303 and 2304, supervisory powers and duties, 2308, defining the power of the Department to make and enforce rules and regulations, 2309, referring to the transfer, parole, and discharge of patients.

The Mental Health Act of 1923 (Act No. 414, approved the 11th day of July, A. D. 1923, P. L.) established the procedure and regulations in the admission and commitment of mental patients to institutions, also their transfer, discharge, interstate rendition and deportation; also providing for the payment of the cost of the various procedures.

Duties

Upon this legal basis, the duties of the Bureau may be briefly stated as follows:

The inspection, at least annually, of all State-owned, State-aided and private institutions for mental patients. During such inspection visits the Bureau representative observes personnel, facilities, equipment, methods and general conditions; discusses conditions, plans and policies with those in charge; talks personally with patients who may have written to the Department, or about whom there may have been some inquiry or statement of alleged abuse; and otherwise stimulates high standards of treatment and care. Special investigations are made of accidents or unusual occurrences.

Through correspondence and visits at institutions or county agencies, a representative of the Bureau locates patients who do not have a legal residence in Pennsylvania and the necessary steps are taken to have them returned to their proper State or Country. When it is alleged that mental patients in other States or Countries are legal residents of Pennsylvania and application is made for their return to this State, the Bureau investigates and, if they are accepted as residents by the local county institution district, authorization is issued for their return to Pennsylvania (at no expense to the Commonwealth) for admission, if necessary, to the proper institution. Upon application of responsible relatives and officials, if the required financial arrangements are made, regularly committed patients are transferred from one institution in Pennsylvania to another of similar type.

The Bureau issues annually, upon application, the licenses by which the county and district hospitals, and the private institutions are permitted to receive mental patients for treatment.

So far as limited personnel permits, the Bureau constantly investigates the waiting lists of institutions for mental defectives, advises as to relative urgency of cases, and endeavors to bring about temporary arrangements.

The Bureau receives and carefully files copies of all commitment papers, notices of admission, discharge and death, the reports of accidents, and statistical reports and cards. Records of special examinations at clinics or otherwise are also preserved. In this way, the records of the Bureau constitute a confidential and increasingly inclusive census of mental patients.

The Department participates in evolving a State-wide mental health program, a comprehensive long-time plan for the necessary

expansion of the institutions, and in the preparation of the required legislation.

The Bureau stimulates and coordinates various community activities in the interests of mental health. Included are general mental clinics; also those for paroled patients; child guidance clinics; talks and articles on the various phases of a mental hygiene program; institutes and conferences of various groups; the preparation of bulletins, membership and active participation in various special societies.

Progress During Biennium

Office Activities, Correspondence. There has been an increase in the amount of routine correspondence, especially the inquiries about special cases, what may or should be done, and the required procedure; an increase in the inquiries from students, high school and college, seeking information about governmental facilities, responsibilities and accomplishments; the interstate rendition and deportation of non-residents; and the transfer of committed patients from one institution to another. There have also been many office consultations about similar questions, especially during Legislative Sessions.

Consultations

At the request of the Board of Pardons, arrangements have been made for the mental examination of various prisoners. Some of these prisoners are waiting execution and have presented petitions for commutation of sentence, others have made application for pardon. From time to time, also, requests are received from courts or District Attorneys for the mental examination of prisoners pending or during a trial. These examinations are usually made by a psychiatrist on the staff of the nearest State mental hospital, sometimes supplemented by a formal determination of the intelligence level by a psychologist in cases of mental deficiency or borderline conditions.

Occasionally psychiatric and psychologic examinations are made at the offices of the Bureau after special appointment. Because of limited facilities at the Bureau offices, however, requests for such service are usually referred to the nearest community mental clinic or institution.

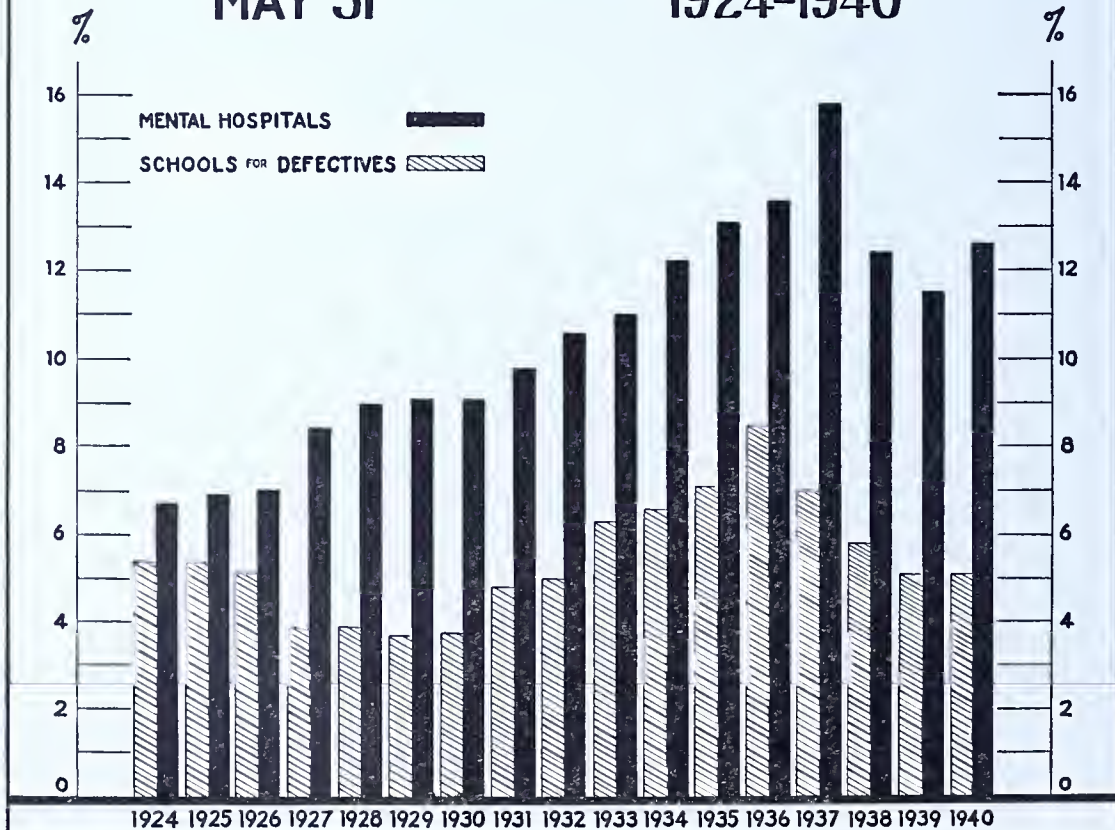
Records—Statistical Compilations

The accumulating records of mental patients form the basis of valuable compilations by the departmental Division of Research

**USE OF
PAROLE
IN
STATE INSTITUTIONS
FOR
MENTALLY ILL
AND
MENTALLY DEFICIENT
INCLUDING DIXMONT & ELWYN**

MAY 31

1924-1940



and Statistics. Attention is invited to the tables on page 78 of this report showing the movement of population in the various institutions for mental patients. Supplementary tables are published in a separate pamphlet, which is available for distribution upon application. Through mechanical tabulation of coded and punched statistical cards, almost any type of information about mental patients in Pennsylvania may be compiled for comparative study.

The records as to mental defectives have been in process of being checked, revised and coordinated through workers obtained from N. Y. A.

Institutions

The Bureau has participated in departmental conferences about budgets, furniture and equipment for new buildings, and in the plans for further development and expansion of the institutions. Constant consideration is given to studies of facilities, methods, and results in the various institutions, and through discussions and the distribution of comparative tables, every opportunity is utilized to stimulate higher standards of treatment and care of mental patients.

Transfers

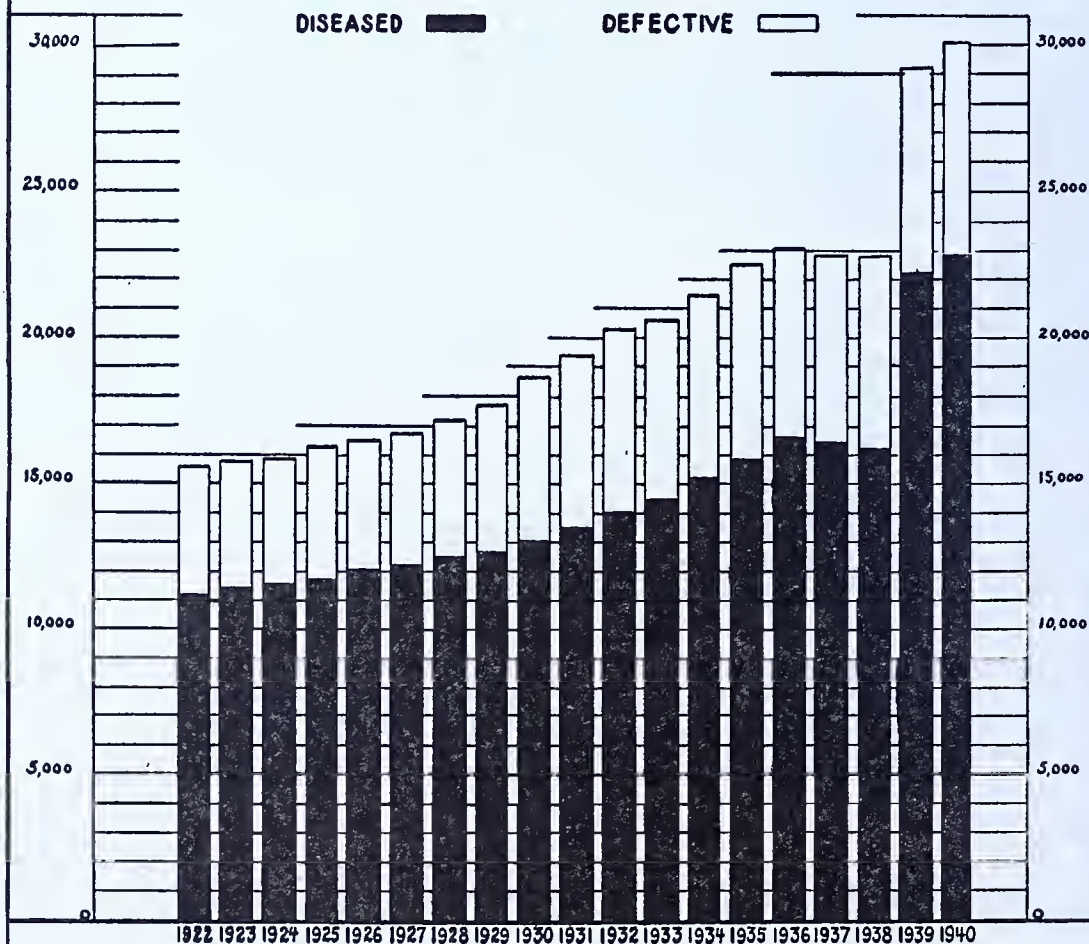
During the biennium, 661 transfers of committed mental patients from one hospital to another in Pennsylvania were authorized by the Bureau. In these cases, care must be taken to make certain that the applicant for the transfer is the responsible relative or guardian, that the patient is a legal resident, that the arrangements are satisfactory to the hospital to which the patient is to be transferred, that the necessary financial requirements are met, and, if the patient has been committed by a Court, that the transfer has the approval of the Court, especially if there has been a criminal charge or conviction.

Deportations

In meeting the responsibilities involved in the questions connected with alleged non-resident patients, extensive correspondence is involved, supplemented by the activities of a field representative who also participates in institutional inspections and the investigation of special cases.

During the biennium, 123 patients in Pennsylvania mental hospitals were found to be non-residents, and through reciprocal relations 108 were accepted by other States and 15 by other Countries.

STATE INSTITUTIONS
FOR
MENTALLY ILL
AND
MENTALLY DEFICIENT
INCLUDING DIXMONT & ELWYN
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Forty-five non-resident patients were refused by other States and five by other Countries.

During the same period, 260 patients were accepted by Pennsylvania from other States and Countries for hospitalization and other types of care, such as in county homes. Ninety-seven patients in other States and Countries, alleged to belong to Pennsylvania, were refused.

In order to avoid unnecessary complications in the non-resident patient problem, any proposal for the parole of a mental patient from a Pennsylvania hospital to another State must be submitted to the Bureau for approval. Sixty-six such requests were received. After investigation and consultation with the authorities of the other State, fifty such requests were granted, sixteen refused. Non-residents may be brought into Pennsylvania under similar conditions only after the permission of the Bureau is obtained following a careful investigation.

During the biennium, the field representative has conducted an intensive survey of non-resident and alleged alien patients. The disturbed conditions abroad, however, will for the present largely prevent the deportation of patients to other Countries, even in cases where the patients and their responsible relatives voluntarily co-operate in making the request.

Through correspondence and the efforts of the field representative, 84 out of 114 cases of inter-county disagreement as to the legal residence of patients were adjusted.

Licenses

Upon formal application, licenses were issued annually to eleven county and one city mental hospitals; three private State-aided institutions (one for mentally ill, one for the mentally deficient, and one for epileptics); twenty-five private mental hospitals; and fourteen private institutions for mental defectives.

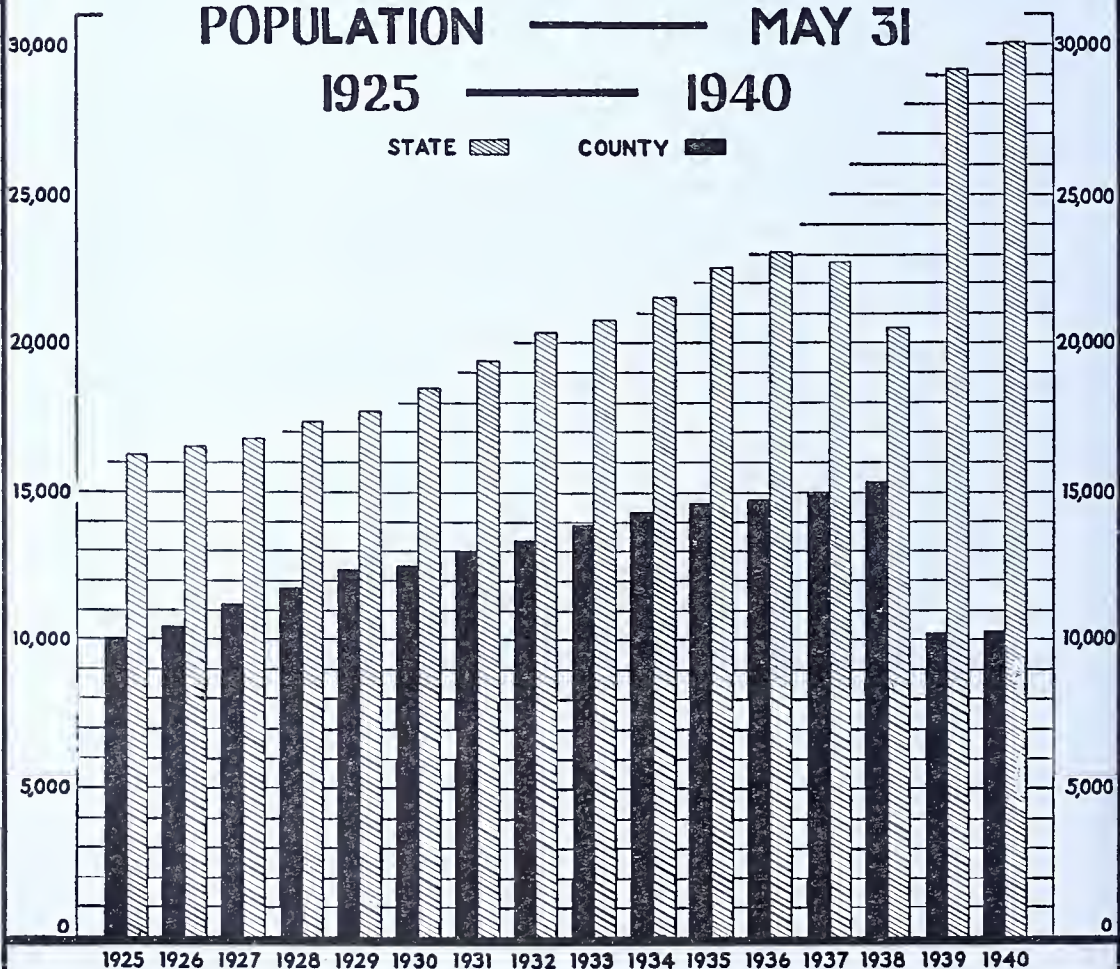
As a general policy, the opening of new, small, and inadequate places for mental patients is discouraged. Applications for a license for a new private institution must be made to the Bureau upon a prescribed form and must be accompanied by blueprints or drawings of the buildings to be occupied by patients, with a description of the type of construction, equipment and facilities. There must also be a statement as to the professional qualifications, general training and experience of those to be in charge. A preliminary inspection of the buildings is then made, after which a survey for fire and other hazards by the Department of Labor and Industry

STATE AND COUNTY INSTITUTIONS FOR MENTALLY ILL AND MENTALLY DEFICIENT

INCLUDING DIXMONT & ELWYN

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STATE  COUNTY 



is requested. If the application is finally approved, various regulations must be observed and reports filed with the Bureau in accordance with Bulletin 58, and unannounced inspections are made at irregular intervals.

Selection of Personnel

Through constant participation in checking the credentials of applicants for appointment to positions of importance in the State-owned institutions, especially in the field of psychiatry, the Bureau has been privileged to assist in maintaining a high standard of State service. In a way, this compensates for the lack of a formal civil service and obviously promotes the welfare of the patients for whom the Department is responsible.

Training of Personnel

In 1938 and 1939 the ten weeks' course for assistant physicians of State-owned mental hospitals was continued for the fourteenth and fifteenth sessions respectively, through the generosity of the Post Graduate School of Medicine of the University of Pennsylvania. Ten physicians representing as many institutions were assigned to the course each session, a project of inestimable value in promoting greater efficiency in the treatment of the mental patients, and in stimulating psychiatric study and research.

The institutions, furthermore, are encouraged to conduct regular training programs for their personnel. For example, there are in the State-owned group, an accredited nurses' training school for men and women; three accredited nurses' schools for affiliates and post-graduates; three courses in preparation for licensed attendants. There are available also facilities for required practical experience in psychology, social work, occupational therapy, physical therapy, dental hygiene and related fields for adequately prepared individuals.

Inspections

During the biennium inspections of institutions have been conducted by the director and two field representatives. Because of limited personnel, and to insure a thorough annual study of all sixty-eight (including State-owned, State-aided and private) institutions for mental patients, the Bureau has continued the policy of detailing a senior member of the medical staff of a State-owned hospital or other institution for mental patients as the part-time inspector. In 1938 the clinical director of the Norristown State

Hospital and in 1939 the senior assistant physician of the Laurelton State Village served in this capacity. The assistant superintendent and clinical director of the Torrance State Hospital was assigned to this duty in 1940. Careful and detailed survey reports are filed as to each institution, and a copy is sent to the superintendent in each case. Where indicated, superintendents are otherwise informed concerning conditions needing correction, suggestions made for improved service or other matters requiring attention. As pointed out in previous reports, the activities of the part-time inspector not only assist the Bureau in carrying on its legal responsibilities during a period of limited personnel, but also prove to be of great value to the officer concerned by increasing his efficiency and in preparation for future promotion.

The Mentally Ill

The mental hospitals are still greatly over-crowded. As a result, in so far as the State hospitals are concerned, the policy has been continued of endeavoring to create vacancies for the admission of new patients by discharging or making other arrangements for suitable cases already in the institution. Moreover, the applications for admission are examined carefully as to the suitability and urgency of each case, with special attention to seniles who may be simply dotards, not requiring mental hospital treatment, and inebriates who are not suffering from psychoses. It has also been necessary to adhere more strictly than ever to the regulations as to districts from which the various hospitals may receive patients.

A considerable number of new beds will eventually become available through the completed building program as soon as the necessary furniture and equipment have been secured. There are in the Department plans for the urgently needed expansion of the mental hospital facilities, which have been formulated after careful study of the whole situation.

The legislation for complete State care of the mentally ill enacted in 1937 has not yet become applicable. In October, 1938, however, the Philadelphia Hospital for Mental Diseases at Byberry became the Philadelphia State Hospital and has since continued as a State institution. It is hoped that this institution, in a great medical centre, may become an outstanding example of a modern mental hospital, with all the required diagnostic and treatment facilities, a centre for successful treatment of patients, education and training of personnel, and for research.

Alert superintendents and medical staffs have not neglected new forms of treatment. Included is the so-called shock therapy, which has brought about encouraging results in many difficult cases, but which still must be considered in the experimental stage, or at least remaining to be evaluated after further study.

Pennsylvania is justified in some pride as to the number of mental patients on parole (see chart on page 10). It is hoped that this record may be made even better.

The Mentally Deficient

The three State-owned institutions for mental defectives, or so-called feeble minded (Polk, Pennhurst and Laurelton) are filled to capacity, and there are long waiting lists. Polk and Pennhurst, moreover, are greatly overcrowded. When vacancies occur at the institutions every effort is made to select patients from the waiting list in accordance with the relative urgency, and with due regard to the quota of the district concerned, based upon the population in relation to the number of beds. An effort also is made to create vacancies at the institutions by returning suitable cases to their own homes, county homes, or elsewhere, especially patients who are 45 years of age or older, no longer requiring special institutional care (see section 404, Mental Health Act). The following table shows the status of the waiting list as of May 31, 1940:

	Uninvesti- gated	Urgent	Not Urgent	Total
Laurelton	435	202	148	785
Pennhurst	1,158	257	169	1,584
Polk	874	144	36	1,054
Total	2,467	603	353	3,423

It is believed that twice the number of beds for mental defectives, or a total of about 12,000, should be made available. The existing institutions should be expanded, with consideration of the possible desirability of a new institution, for instance, in the Philadelphia district. Neglected mental defectives in the community, many of them not yet on the waiting list, present such hazards as illegitimacy, criminality and related conditions, much of which might be avoided if there were sufficient institutional accommodations, an adequate number of special classes in the public schools, and a degree of community supervision.

The field representative, a psychologist with primary interests in mental deficiency, has continued to carry on, in State-wide community activities, the responsibility formerly shared by four representatives. This has involved long hours, travel under difficult conditions, and extensive correspondence. For example, 399 agencies have been visited or otherwise given service, involving a travel mileage of 27,369. As a result, 457 cases have been added to the group supervised in the community, in cooperation with other agencies.

The field representative has participated in many activities in the interests of mental hygiene, including the conducting of three institutes for clinic workers; the organization of social workers and conferences in that field; arranged for mental examinations of motor car drivers at the request of the Bureau of Highway Safety; routinely checked applicants on the waiting lists. A total of 654 names were removed from the lists during the biennium, but 1,018 were added.

Epileptics

It is still necessary to use officially the unsatisfactory term "epilepsy," convulsive disorders being much better and more inclusive for the varied manifestations frequently so characterized. Epilepsy will probably continue to be ninety per cent a community problem, but the Selinsgrove State Colony should be further expanded. At present there is a small waiting list.

There are limited accommodations for selected able-bodied adult males at Selinsgrove, there being a bed capacity of 442. When the new buildings are equipped and furnished for patients, with an added capacity of 422 beds, there will also be accommodations for a limited number of selected children and women. Other urgently needed facilities will then be available, such as a hospital. In view of the many epileptics in the institutions for mental patients, and the probable number of epileptic children awaiting educational facilities not available in the public schools, the capacity of the Selinsgrove State Colony should be increased within a few years, at least to 2,500 beds. It should be emphasized, however, that "epileptic-like manifestations should not be accepted as epilepsy until the patient has had a thorough physical and mental examination and he or she has been placed under observation in a general hospital for a sufficient period to determine his or her condition. Convulsions do not necessarily mean epilepsy."

Mental Clinics

Following the reduction in the staff of the Bureau early in the depression, due to budget limitations, the responsibility for the conducting of mental clinics had to be placed entirely upon the various hospitals, and this policy has continued. General mental clinics have been maintained by the various hospitals in their districts, the consultants being detailed from the medical, psychological and social work staffs. There are, in addition, child guidance clinics conducted by the staffs of several hospitals, the ultimate object being to have at least one child guidance clinic in each hospital district. There is furthermore a special child guidance clinic, conducted as a part of a Federally supported project. Reference to this clinic will be made in a later paragraph.

It is unnecessary to indicate that mental clinics are among the most effective agencies for the prevention of mental illness and its complications, including institutionalization. Such activities deserve more rapid extension and more adequate financial support.

Tri-County Guidance Center

In March of 1938 the Bureau assisted in securing well trained personnel and in establishing a demonstration and experimental child guidance center in Dauphin County. It is a joint activity of the Bureau and the Rural Extension Unit, financed mostly by Federal funds. It is known as the Tri-County Guidance Center, serving primarily rural sections of the counties of Dauphin, Cumberland and Perry. The clinic has had encouraging success. The activities have so impressed the local communities that the clinic has been afforded an increasing amount of support, including a more substantial contribution towards meeting the cost of maintaining the offices in Harrisburg. A further reference to this clinic will be found elsewhere in the report of the Department.

Conventions

The Bureau was represented at the following National professional association meetings: American Psychiatric Association, American Association on Mental Deficiency, American Psychological Association, American Association for the Advancement of Science, National Conference of Social Work.

Representatives of the Bureau also attended many State meetings, including the following: Pennsylvania Psychiatric Society, Pennsylvania State Medical Society, Association of Superintendents and Trustees, Pennsylvania State Conference on Social Work, Michigan State Conference on Social Work.

Addresses

Among numerous talks, addresses and articles published are the following: Dedication of the corner stone of the Western State Psychiatric Hospital, Pittsburgh, August 4, 1938; facilities in Pennsylvania for juvenile mental cases, Pennsylvania State Medical Society; complete State care for mentally ill, 71st semi-annual meeting of Trustees and Superintendents, October 28, 1938; Presidential address, Pennsylvania Psychiatric Society, 1939; Presidential address, American Psychiatric Association, 1940; Opportunities and Training in Psychiatry and Mental Hospital Administration; Content of a Psychological Report; Need for Psychological Examinations in the Determination of Mental Deficiency; Extra-mural Supervision in Pennsylvania; Responsibility of the American Association on Mental Deficiency for Uniform Standards in Psychological Service; The Work of a Specialized Public Agency with Defectives; Observations on Pennsylvania School Exclusions; Studies on the Waiting Lists for Laurelton, Pennhurst and Polk.

Vigorous effort is being made for the opening of the Western State Psychiatric Hospital at Pittsburgh. This important institution will be the stimulating center for psychiatric research, and for educational training of physicians and other personnel. It will be a State-wide activity, the patients being selected as a rule from the other mental hospitals and admitted by transfer authorized by the Bureau. Through careful and systematic study of special cases at this hospital, there is every reason to expect that much will be learned as to better and more effective ways and means of meeting the ever-increasing problems of the institutionalization of mental patients. An effort should be made to have this hospital opened at least for the 1941 Fall semester of the Medical Department of the University of Pittsburgh.

The gradual transformation, when it becomes possible, of the Pennsylvania Industrial School at Huntingdon into the Pennsylvania Institution for Defective Delinquents, for the admission, training and prolonged detention of feeble-minded males, charged with crime or showing criminal tendencies. These cases will be regularly committed as mental defectives.

In conclusion, the activities in behalf of mental patients requiring the personnel, agencies, institutions, facilities and programs which have been described, may be summarized largely under the following objectives:

- I. Prevention of mental illness, mental defect and the various complications, including institutionalization through

mental clinics, and other community activities, such as social service.

II. The development of suitable and sufficient hospital and other accommodations for the various types of mental patients in accordance with a comprehensive long range program.

A. For the effective treatment and restoration of as many patients as possible, with assistance in community rehabilitation.

B. Appropriate treatment of special cases, with such classification and segregation as may be required.

C. Training to some degree of usefulness of as many patients as possible.

D. Comfortable and safe custodial care of the aged and other more or less helpless types of patients, who remain wards of the Commonwealth.

E. Utilization of such other methods as boarding out or family care, and colony care, especially of mental defectives, as it becomes possible.

III. Education. Informing the public about mental hygiene, the facilities of the Commonwealth for the treatment and care of mental patients, and the further needs. Programs for the more adequate training of physicians and other personnel in psychiatry and related fields.

IV. Research. The encouragement of formal research in the etiology, treatment and prevention of mental disorders and their complications. Such activities to be stimulated and coordinated, largely by the Western State Psychiatric Hospital at Pittsburgh.

PRISON LABOR DIVISION

Fundamental Purpose of Prison Labor Division

EACH year approximately 2,500 men and women are released or paroled to their respective home communities from Pennsylvania State Penal and Correctional Institutions. It is the fundamental purpose or function of the Prison Labor Division to teach these men and women useful trades prior to their release; to establish habits of industry, rather than of crime; to eliminate, as far as possible, the demoralizing effects of idleness, and to reclaim the largest possible percentage of those released as a useful and industrious part of society.

Program Must Be Operated on a Fully Self-Supporting Basis.

The Prison Labor Division receives no appropriation whatever for this program, but must operate prison industries so efficiently that the Division must maintain itself on a fully self-supporting basis through the sale of products to tax-supported institutions and agencies of the Commonwealth. Manufacturing costs of prison industries include the cost of guards and instructors in each industry, which combined with wages paid to inmates, brings costs on a par with outside industry. It is interesting to notice that wages received by prisoners in many cases are sent to their dependents on the outside, while in other cases they are accumulated until the prisoner is released, and used by him to get a fresh start.

Pennsylvania Prison Industries Must Be Small and Diversified

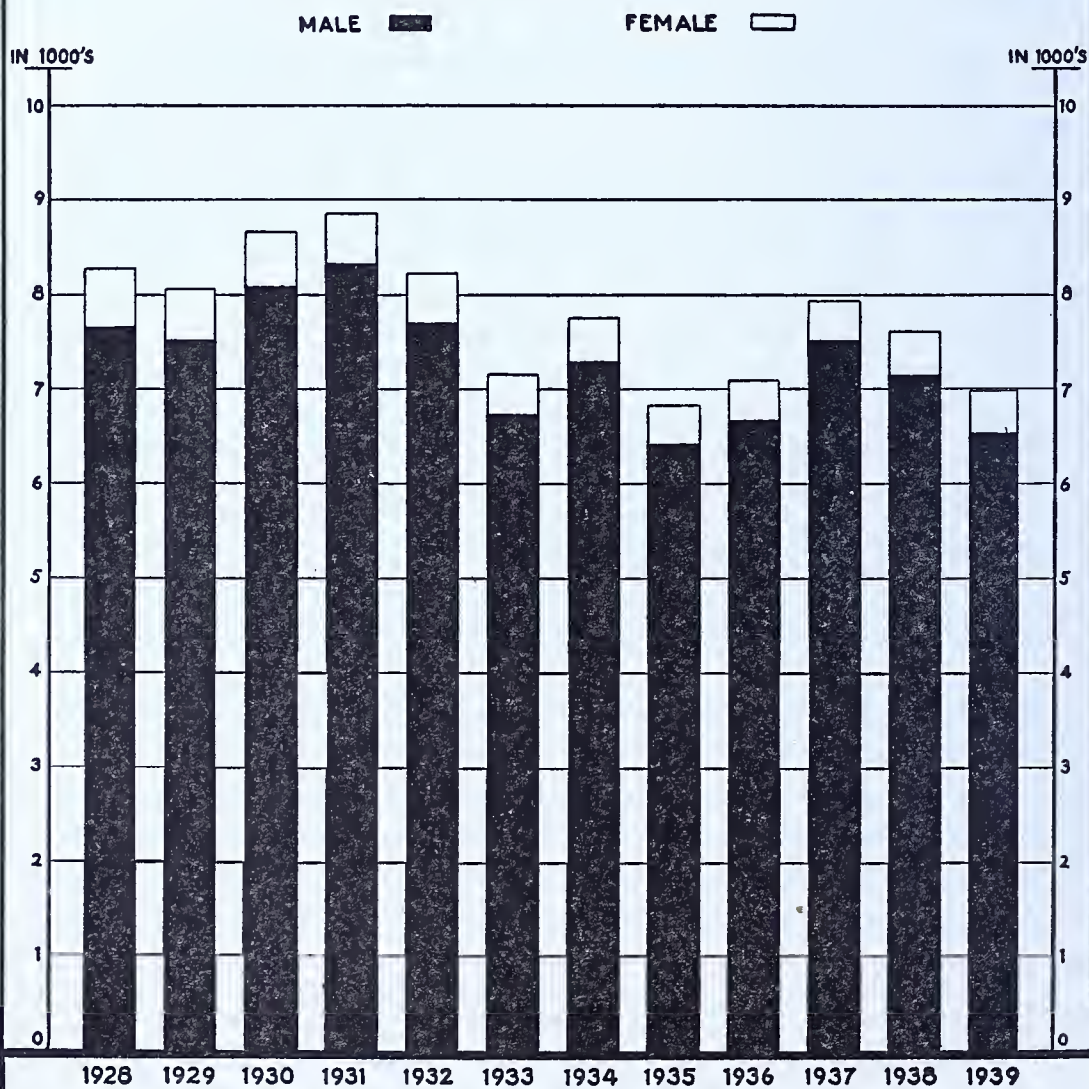
The sale of any products on the open market is prohibited by law. Moreover, in accordance with present laws governing the operation of prison industries in Pennsylvania, these industries must be small and diversified in order not to displace, to any extent, sales by outside industries.

As previously stated, sales of products manufactured by prison industries are restricted by law to tax-supported institutions and agencies. Yet, in these restricted markets sales by prison industries, during the past biennium, were less than one per cent of the potential market.

Leading Penologists Approve Pennsylvania Prison Industries

The present administration has taken every possible step to improve, in conjunction with its improvement of the prison program, its prison industries. As a result, leading penologists have approved Pennsylvania's prison industries; first, because a sound and sensible

PENNSYLVANIA COUNTY PRISONS POPULATION DEC. 31 1928—1939



prison program requires a minimum of idle prisoners; second, because prison industries are operated on a fully self-supporting basis without cost to taxpayers, and, in addition, prison industries compel prisoners to pay a portion of the costs they impose on the rest of society.

Prison Industry Products

Inmates of Pennsylvania's State Penal and Correctional Institutions now produce many of their own requirements, as well as those of other State-owned and State-aided institutions. The principal products manufactured or produced by prison industries include:

Auto Repair	Hickory	Pillow Slips
Blankets	Hosiery	Printing
Canned Goods	Jackets	Sheets, Sheeting
Coffee	Muslin	Shoes
Drill	Night Garments	Shirts
Furniture	Overalls	Signs and Tags (Metals)
Gowns (Hospital)	Overcoats	Steel Cabinets
Steel Shelving	Towels, Toweling	Twill
Suits, Suiting	Trees, Shrubbery	Underwear
Ticks, Ticking	Trousers	Uniforms

All products must meet the rigid requirements of State and Federal specification, and are unconditionally guaranteed by the Prison Labor Division.

The Number of Idle Prisoners Drastically Reduced

Ten years ago the average daily number of prisoners given trade-training rehabilitative work in prison industries was approximately 900. Today over 1,500 prisoners are given trade-training employment daily in these industries, and through staggered employment, a much larger number are trained in one or more trades. This has drastically reduced the number of idle prisoners in Pennsylvania's State penal and correctional institutions, with a marked decrease in prison riots and disorders. Less than ten percent of Pennsylvania's State prison population is definitely idle, and plans have been made to completely eliminate idleness during the next biennium.

Improvement in Prison Industries

Recent years have seen the passing of sweatshop conditions and unsanitary shops. Prison Industries are now housed in modern industrial buildings, well lighted, well ventilated, and similar in all

REHABILITATIVE TRAINING

IN

STATE PRISONS

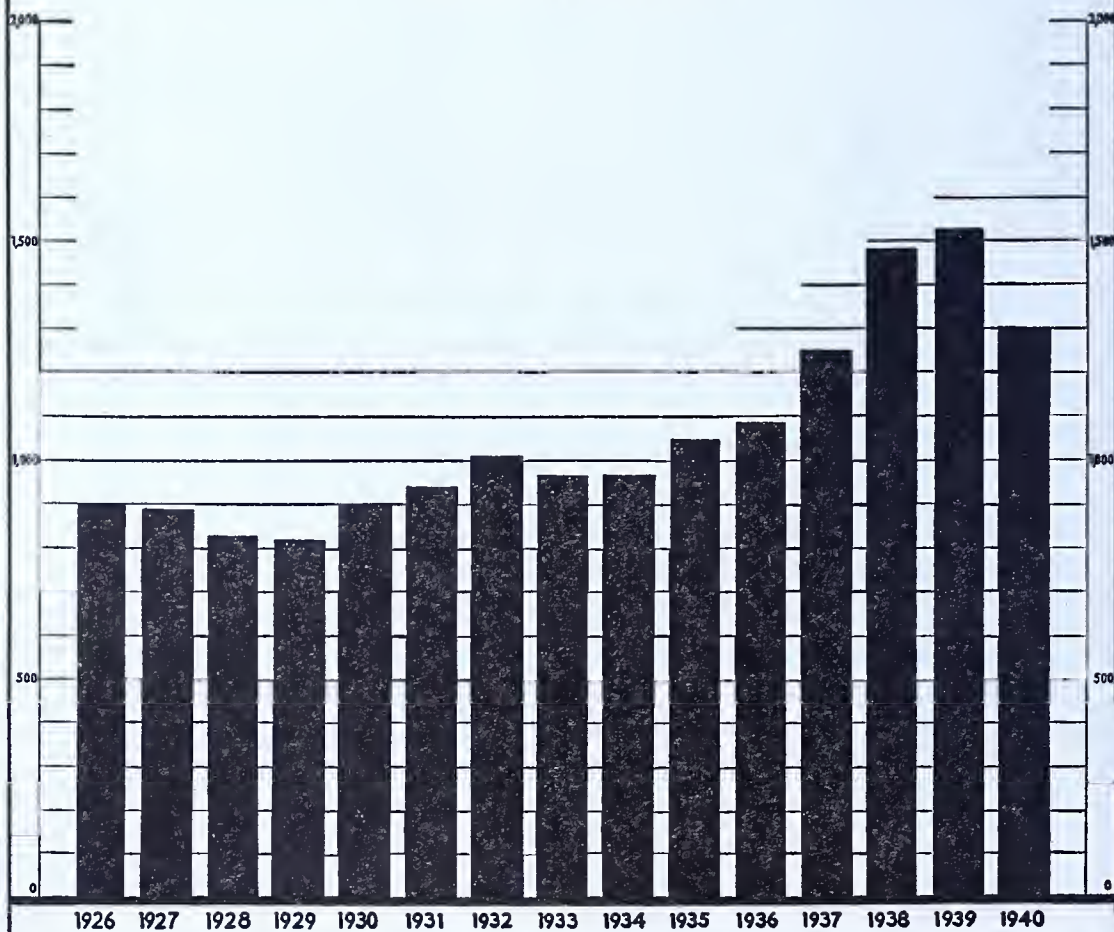
YEARS AVERAGE NUMBER

OF PRISONERS

GIVEN TRAINING

YEARS ENDED MAY 31

1926 — 1940



respects to modern outside industrial buildings. Likewise production and working conditions are patterned after outside industries.

The prisoner's training is now supplemented by advanced school work, in order that he may be fully qualified in his particular trade. Every possible facility is placed at the inmate's disposal to help him help himself, and to enable him upon release, to follow industrious pursuits and become a useful part of society. It must be definitely emphasized that this program does not include coddling of prisoners. The approach to the problem has been firm, yet tempered to the individual requirements of the prisoner.

Results

The results are probably best seen in the prisoner's own reactions. The conscientious effort and efficient production of prisoners has been primarily responsible for the success of Pennsylvania's prison industries. The almost negligible amount of goods returned as unsatisfactory speaks well for the quality of workmanship. Men and women who have produced this type of products have proved to their own satisfaction, as well as to prison officials and those interested in them, that they are fitted to hold similar positions in outside industry when they are paroled or released.

DIVISION OF RESEARCH AND STATISTICS

THE Board of Charities, which preceded the Department of Welfare had as one of its functions the collection of statistics from the various institutions which it governed. In December, 1923, a statistical unit was organized as an adjunct to the Deputy Secretary of Welfare's office, which in 1927 was reorganized as the Division of Research and Statistics.

The Division collects, tabulates, assembles, and disseminates statistical data procured from the individual records of admissions, readmissions, transfers, discharges, and deaths received from the State-owned, State-aided, and State-supervised institutions, as well as from the reports on movement of population received monthly. From the ten State-owned medical and surgical hospitals, the Division receives and tabulates information on the number and type of persons treated during a given period, the length of stay of the patients, and subsequently makes a complete analysis of the hospital services afforded during the month.

From the one hundred and seventy State-aided medical and surgical hospitals, quarterly reports are submitted, and this material is summarized and analyzed from a cost by function by type of hospital basis.

Certain relative statistical information from the four penitentiaries and two correctional schools, extracted from the classification summaries of the inmates, is procured and statistical tables on the types of offenses, lengths of sentences, nationalities, ages, occupations, intelligence quotients, physical condition, previous records of criminal activities, educational achievements, previous penal or correctional institutional experiences, the number of previous arrests and the number of previous convictions are tabulated annually on the total admissions for the year.

It receives from each of the sixty-seven county prisons, individual admission and discharge records of all court-sentenced and released cases, in addition to a monthly movement of population report showing the total number of inmates received during the month, by offense. These figures are summarized and compiled, and made available to those interested in the county prisons in this Commonwealth.

In addition to the collection of State and County penal statistics, it is the function of the Division of Research and Statistics to collect, and tabulate data on all criminal court activities during each year. This material, showing the types of offenders, their pleas, and their

disposition is studied and analyzed and submitted in summary form to the United States Bureau of the Census.

Each of the nine State-owned mental hospitals, with their aggregate population of 26,000 persons, submits to the Division individual records on each admission, readmission, transfer, discharge and death. Through the availability of these active records the Division is not only able to construct tables on psychoses, age groupings, nationalities, citizenship, occupations, hereditary causes, but it is also able to analyze certain of the problems confronting the institutions and the Department of Welfare. Similar information is also secured from the twelve county mental hospitals whose 12,000 patients, or approximately 30 percent of the total number of patients hospitalized in this Commonwealth, provide additional premises for analyzation and study.

The three mentally deficient and one epileptic State-owned institutions send to the Division information similar to that which is provided by the mental hospitals. The analyzation of this information is helpful both to the institutions and to the Department of Welfare.

Most of the county homes in the Commonwealth are submitting individual admission, discharge and death records for each of its guests. The Division keeps an active population file on the 12,500 persons in the county homes of this State and studies the types of guests and their causes for admission. With an annual turnover of approximately 20,000 persons, the details necessary to keep active records are obvious. Annually, the Division receives from the child caring institutions, maternity homes, and day nurseries, reports covering the movements of populations of these institutions, the types of services provided, as well as the disposition of placements of cases during the year.

While probably the first function of the Division is the collection of the data from all of the institutions and agencies under the jurisdiction of the Department of Welfare, the main objective for the formation of the Division was to assist the institutions, both directly and indirectly. The Division is constantly striving toward that end. Many of the questionnaires received by the institutions are being sent to the Division of Research and Statistics for reply. Indirectly, the Division is assisting those institutions by performing certain functions for the Bureaus and Divisions within the Department of Welfare.

For the Bureau of Institutional Management the summary reports of the monthly laundry and engineering data submitted by the

various State-owned institutions are made. In addition the analysis of hospital service is used by the Bureau for comparative purposes. Through all of these summaries the Bureau of Institutional Management endeavors to improve the various operations at, and functions of, the institutions.

For the Council for the Blind, the Division assists by means of analyzation of each case history in studying the visual acuity of all eyes examined by the Council, and tabulations are prepared by diagnosis.

In addition to the compilation of the statistics submitted to the Division, an annual statistical report is compiled, covering all of the phases of the activities of the Department of Welfare, and provides a ready index for those interested in the problems of this Department.

New Activities

During the biennium, the Division made two studies of a research nature. The first was a special study on five hundred and fifteen sex offenders incarcerated in the Eastern and Western State Penitentiaries. The results of the study proved most interesting and revealing. The second study was made on recidivism, and was presented before the American Prison Congress.

The Division enlisted the cooperation of the Council of Social Agencies of Philadelphia in the collection of the child-caring institutions, day nursery, maternity home, juvenile court, and county institution district statistics, for the counties of Philadelphia, Montgomery, and Delaware, as well as the Federation of Social Agencies of Pittsburgh in the collection of similar data for the County of Allegheny. This cooperation by the Council and Federation is proving to be a more satisfactory and more accurate method of collecting the reports from the institutions in the respective areas they serve.

The Division, through a questionnaire procured for the first time an inventory for the Department of Welfare on the number of buildings used for housing patients, employees, farm animals, fowl, special services and for all other purposes. This inventory will be established as a perpetual one, providing this Department with a picture of the building facilities of the institutions at all times.

The Department of Welfare at all times is endeavoring to destroy the roots of delinquency. Toward that end the Division is assisting by making certain studies of the delinquents incarcerated in the State and County penal and correctional institutions at a given time, and studying the areas from which these inmates originate. By a closer cooperation of the Department and the Division with the various communities, it is hoped that the studies will assist each city and town in meeting their respective problems on delinquency.

The Division inaugurated the policy of listing the average monthly populations of each of the institutions, and comparing that information with the previous month and year. This information is submitted to the Bureau and Division heads of the Department, and to the institutions.

Through the facilities afforded by the Works Progress Administration, the classification files in the Bureau of Corrections, as well as the summaries at Eastern State Penitentiary, were being brought up to date and completed. In addition, the files of the Division were catalogued and indexed. This was found necessary in order to expedite the replies to inquiries on information already compiled by this Division.

An analysis on the success of the use of insulin and metrazol treatments in all of the mental hospitals in this State was prepared. Periodically, additional information will be procured from the institutions in order that the effectiveness of the treatment may be measured.

A study of all of the aliens in the institutions as of January 31, 1940 and the continuation of the registration and analyzation of all non-citizens being cared for, or incarcerated in the State institutions, has become an additional function of the Division. This information is used by the Department of Welfare and the Alien Registration Bureau of the Department of Labor and Industry.

As the Division continues to assist the various institutions, the State bureaus, and the various individual agencies who call upon the Department of Welfare for certain relative data, the Division, through its facilities, will endeavor to provide a gauge by which the respective departmental successes or failures of each institution may be analyzed.

ACCOUNTING DIVISION

The function of the Accounting Division is to verify and approve expenditures from appropriations to State-owned institutions and subsidies to State-aided hospitals, homes and agencies. The staff is divided into the following units: Comptroller's office, institutional accounting, electric tabulating, institutional personnel, institutional purchasing and departmental accounting sections.

Control of expenditures of State-owned institutions begins with original purchase requests. All materials, with the exception of perishable foods and small orders amounting to less than \$50.00, are purchased through the Department of Property and Supplies. These requirements are approved before being forwarded to the Department of Property and Supplies for procurement.

All personnel changes must be approved in advance by the Secretary of Welfare before any salaries or wages can be requisitioned for payment.

Thus is control established on institutional expenditures, and the invoices and payrolls approved only after verification of the original commitments.

Monthly financial reports are prepared by electric tabulation machines from these records, copies being made available for each institution, and for the budget secretary. Reports include expenditure by object, cost by object, cost by major function, cost by function object detail, summary of stores transactions, report of commitments and maintenance or billing charges.

Biennial appropriations are made by the Legislature in lump sums for each group of State-owned Welfare institutions—medical and surgical, penal and correctional, mental, and mental defective and epileptic. Allocations from these appropriations are made by the Department to each institution within the group, for annual periods and further subdivided into allocations for operating expenses and capital expenditures. Detailed budgets are prepared by the institutions on the basis of these allocations, and shown, by months, on the budget sheet for the current six-month period, and in total only for the second six-month period. These budgets are prepared on the basis of costs by object classification—that is—salaries, wages, fees, food, materials and supplies, fuel, equipment, etc.; by function classification—administration, care of patients, auxiliary activities, household, plant and grounds, agricultural activities; detailed itemization of capital expenditure estimates; and commitment budget by object classification, which establishes con-

trol of purchase obligations for food, materials and supplies, and fuel.

Payment to State-aided hospitals, homes, and agencies are approved on the basis of quarterly reports of receipts and expenditures submitted by those institutions and agencies, and in the case of State-aided general hospitals, approval of lists of free days' service given indigent patients.

LEGISLATION, 1939

ACT 52 authorized new regulations pertaining to the duties of the clerks of quarter sessions courts and the oyer and terminer.

Act 101 required the Department of Welfare to complete a survey by May 31, 1941 of the County Mental Institutions with the purpose in view of determining which institutions are necessary and which ones can be operated to insure proper maintenance as set forth by the Commonwealth. The Governor shall then issue a proclamation as to which institutions are to be managed by the Department of Welfare and which, if any, are to be closed. The Governor may issue his proclamation prior to, but not later than May 31, 1941.

Act 102 required the county institution districts to continue the cost of maintenance of their institution until June 1, 1941.

Act 103 authorized the Commonwealth to accept a gift of land contiguous to the Ashland State Hospital.

Act 167 defined more clearly the terms used in reference to the recently created county institution districts. Provision for burial and settlement of persons under the care of the institution district is set forth.

Act 226 extended the regulations of courts as previously applied to children under 16 years of age to include all under 18 years.

Act 244 (Sec. 1) forbade any person who is confined to any public institution outside of Pennsylvania to acquire a legal settlement in Pennsylvania by virtue of the establishment of a residence by another.

Act 244 (Sec. 2) required the written consent of the Department of Welfare in order to transfer an inmate from any public institution outside of the State to one within the State.

Act 245 authorized the Department of Welfare to determine the legal residence of indigent, mentally ill, and mentally deficient persons returned to Pennsylvania from another State or transferred from one institution district to another. The placement of the cost of care for the patient is regulated by this act.

Act 246 required an indemnity bond to be issued in favor of the State of Pennsylvania for any child brought into the State by an agency, corporation or institution, and to be payable upon failure to maintain the conditions of said bond as set forth by the Department of Welfare.

Act 247 authorized the removal of the restriction previously placed upon certain State hospitals, and classified them as general hospitals, to operate within the limitations of their individual facilities.

Act 248 required that a license must be secured from the Department of Welfare in order to operate a private nursing home or private hospital for profit.

Act 249 regulated the cost of maintenance to be paid by private or full pay patients transferred to Western Psychiatric Hospital from other State-owned hospitals.

Act 310 authorized cancellation of all contracts pertaining to the Maximum Security Prison, and abandonment of the plans for its erection.

BUREAU OF INSTITUTIONAL MANAGEMENT

THE Bureau of Institutional Management was established in July, 1933. Its organization was the result of recommendations made in connection with a study by an Administrative Committee on Business Methods. The Bureau is responsible for the development, adjustment, and carrying out of policies and procedure for certain institutional activities at thirty State-owned institutions. This group of institutions includes seven penal and correctional, thirteen mental, and ten medical and surgical units. The penal and correctional group includes the two penitentiaries, each of which is composed of two units, Graterford in connection with Eastern Penitentiary, and Rockview, a part of Western Penitentiary.

The institutional activities supervised are those relating to food, nursing, clothing, laundry, heat, light, water, farm, and general maintenance. Standards or goals of performance are determined and promoted. Employees responsible for institutional activities are called together for conference. The responsibility in the Bureau is distributed among the staff, which includes a consulting architect, engineer, nurse, and agriculturist.

The most noteworthy activity during the past biennium has been in connection with the General State Authority program of construction and equipping of new buildings. Contracts totalling more than \$30,000,000 have, since 1937, resulted in a marked increase in capacity and facilities at institutions. In addition, approximately \$2,600,000 was made available for certain corrections, and for fixed and movable equipment. A large list of recommendations made by the Department of Labor and Industry to correct hazards have been met through a special appropriation granting approximately \$900,000 for such work at Welfare institutions.

In addition to these unusual activities, the Bureau has, through the cooperation of institutional administrators, accomplished much toward better organization of the institutional activities listed. Such organization is resulting in increasing efficiency of operation.

THE GENERAL STATE AUTHORITY

Construction Program

By legislative action in 1935 the General State Authority was created. Through it the construction corporation resulted. A dormant period of about two years passed by, so that not until early in 1937 was there a functioning organization. At the beginning of 1937, however, a request was made from that organization to the Department of Welfare for construction needs at institutions operating under this Department. Heads of institutions had been apprized of such demands and had submitted data and proposals in reply.

The aggregate program as submitted by the Department of Welfare and accepted by the General State Authority constituted a total value of \$30,924,912. These figures covered net construction estimates at thirty-two points. The 32 institutions included all of the penal, mental, and medical and surgical institutions operating, and in addition the Western State Psychiatric Hospital, the new Industrial School for Boys, and a Maximum Security Prison. Contracts were let for work at all of the institutions. In 1939, however, it was decided to eliminate the Maximum Security Prison.

During the twelve months beginning with the actual initiation of work in February of 1937, more than \$20,000,000 worth of construction was planned and largely placed under contract. The construction thus initiated was by far more than had been made available during the previous decade. The rapid succession demanded by the Public Works Administration and the General State Authority in the naming of architects, the calling for approved preliminary plans, final plans and specifications, and the letting of contracts—all of this program demanded a schedule in the Department of Welfare that permitted only the most hasty scanning of plans. The volume, as well as the velocity, was such that specifications frequently were not received in the Department before bids were taken. Fortunately, competitive bidding actually obtained, and a very large proportion of the construction work developed in a commendable manner.

The following figures indicate the increased capacity provided and the allocation of funds constituting the program:

	Present	Capacity Added	Allocation
Eastern State Penitentiary -----	944	0	\$720,000
Graterford Penitentiary -----	2,000	37	343,000
Western Penitentiary, Pittsburgh ----	1,140	37	594,175
Western Penitentiary, Rockview ----	756	256	253,000
Huntingdon Industrial School -----	997	202	361,060
Morganza Training School -----	578	40	283,000
Muney Industrial School -----	247	91	380,000
New Industrial School -----	0	1,400	2,756,250
Sub-total -----	6,662	2,063	\$5,690,485
Allentown State Hospital -----	1,494	303	1,387,925
Danville State Hospital -----	1,947	334	1,024,958
Fairview State Hospital -----	708	260	1,267,000
Harrisburg State Hospital -----	1,921	290	1,390,375
Norristown State Hospital -----	3,407	325	2,182,050
Torrance State Hospital -----	1,217	368	1,939,906
Warren State Hospital -----	1,673	300	1,731,000
Wernersville State Hospital -----	1,466	241	673,750
Sub-total -----	13,833	2,421	\$11,596,964
Laurelton State Village -----	640	221	1,225,000
Pennhurst State School -----	1,746	440	1,418,000
Polk State School -----	2,632	320	980,000
Selinsgrove State Colony -----	442	422	1,997,000
Sub-total -----	5,460	1,403	\$5,620,000
Ashland State Hospital -----	237	—	83,300
Blossburg State Hospital -----	99	—	140,874
Coaldale State Hospital -----	110	25	48,836
Connellsville State Hospital -----	107	—	79,625
Hazleton State Hospital -----	155	60	490,000
Locust Mt. State Hospital -----	80	—	96,225
Nantioke State Hospital -----	130	—	67,375
Philipsburg State Hospital -----	112	48	135,000
Seranton State Hospital -----	188	72	1,042,000
Shamokin State Hospital -----	93	10	47,228
Sub-total -----	1,311	215	\$2,230,463
Western Psychiatric Hospital -----	—	275	2,847,000
Grand total (includes Maximum Security Prison) -----	—	—	\$30,924,912

The benefits accruing to the several institutions at which construction has been going on can be much better understood when the facilities provided (in addition to bed space) are listed.

Those facilities are made somewhat clearer in the following summary:

- Five administration buildings
- Nineteen hospital buildings
- Five medical service buildings
- Twenty-nine ward buildings
- Five cell blocks
- Eight attendance buildings
- Four recreation buildings
- Thirteen new laundry buildings
- Seventeen modern boiler plants
- Eleven modern power generating plants
- Four deep well and filtration plants
- Five sewage treatment and disposal plants
- Twelve kitchen, cafeteria and dining room buildings
- Three canneries
- Two cold storage and refrigeration buildings
- Two storage and supply buildings
- Five garage buildings
- Five officials' and attendants' dwellings
- Three farm groups

It is worth while calling attention to several rather outstanding hazards which were eliminated through the new construction.

The laundry at the Connellsville State Hospital had for years been condemned by the Department of Labor and Industry, the State Police, and others inspecting the institution, as a definite hazard. A new laundry is already operating.

The laundry at the Ashland State Hospital had been located over the high pressure boiler plant, which had also been reported repeatedly as a safety hazard. A new laundry is in operation.

Early in 1937 a fire at the Danville State Hospital made it necessary to replace the laundry, which has been done.

The very much over-crowded conditions in the laundries at Warren, Harrisburg, Muncy, Hazleton, Locust Mountain, Scranton and Selinsgrove have been relieved by construction of new space. Certain alterations accomplish the same advantage at the Eastern State Penitentiary at Philadelphia. Adequate facilities will, of

course, be provided at the new Industrial School for Boys and the Western State Psychiatric Hospital.

Such provisions at almost half of the institutions where the needs have been most urgent, will relieve many administrative problems, and make more efficient a function which must operate daily.

The dairy barn at Morganza is an old frame structure in which sills and outside frame work have become badly decayed through weathering and age. For several bienniums efforts have been made to have funds appropriated to replace the facilities for cattle and crops included in the old dilapidated structure. Such funds have not been forthcoming. Requests as submitted to the General State Authority included this important replacement.

Construction proceeded rather normally and with splendid results where there was the efficient combination of a capable, interested architect, a superintendent or warden who had well defined desires, inspection service which was capable and firm, and a contractor who sought honestly to meet specifications. Obviously such a combination could not obtain uniformly in thirty-one instances. Consequently change orders were numerous. For many months it appeared that rather critical errors of omission or commission might have to be accepted. The Department of Welfare, however, never took that conclusion for granted. Fortunately, most of the more important problems either have been satisfactorily met, or have the assurance of the General State Authority that they will be.

Beginning in 1937 calls for equipment estimates were made. At that time it was stated that no furniture or actually movable equipment would be purchased. Estimates compiled under date of February 24, 1937, indicated equipment needs totalling \$2,130,190. During each succeeding year the Department of Welfare was asked for additional estimates or revisions. In the Spring of 1939 what was considered a final estimate was prepared. This estimate was revised at least three times, but no final figure was assigned to cover the needs at Welfare institutions until May, 1940. The figure given then was \$2,647,093 and was expected to include alterations or additions required at that time, as well as fixed and certain movable equipment.

The equipment lists were analyzed carefully by the General State Authority and broken down into 84 groups. Requisitions covering items needed under these groups were submitted from each institution. The active securing of such requisitions was begun in September and October, 1939. By that time, of course, a large proportion of the general construction work had been finished. In fact, at

certain institutions, such work had been concluded many months. By March, 1940, all requisitions had been submitted. By the end of the biennium orders had been placed for several of the equipment groups.

In September, 1938, the General State Authority asked for a list of possible construction needs in addition to those being met under existing contracts. In response to that request, needs aggregating \$24,700,984 in terms of net construction estimates were submitted for consideration. Architects, however, were not appointed for any of such work nor has anything further developed toward the realization of the needs included in those estimates.

Dietary Program

The two-year period of 1938-1940 has been rather stationary as far as progress in personnel and facilities in the Dietary Departments of State institutions is concerned. The new buildings have been completed, but have not been equipped and furnished. Every effort has been made to maintain, at certain institutions, an active dietary service in the midst of construction, and, where possible, the standards of food service have been improved. A few institutions have occupied the new or remodeled space by transferring the old equipment, or using makeshift equipment.

The problem of management of the City Mental Hospital of Philadelphia (Byberry) was transferred to the supervision of the Department of Welfare during this biennium. The lack of facilities and personnel, and the over-crowding of patients has made this institution one of the major considerations of this biennium. Conditions are improving in proportion to the relieving of the above-mentioned factors.

Food Consumption and Cost

The minimum requirement for the mental and penal institutions has been continued, and the reports show that four institutions have increased their total food consumption to meet this requirement. The consistent adequate use of the protective foods, regardless of whether or not it is possible for the institution to raise the items, continued to be stressed. The foods were milk, butter, eggs, green or leafy vegetables, tomatoes and fruit. Basing the good costs on the number of people fed, the costs averaged about \$.0122 lower per person than the preceding biennium. Of this amount about \$.0108 less per person was charged to produced foods.

BIENNIAL REPORT

(June 1, 1938, to May 31, 1940)

Items	Basic Ration	Allen- town	Dan- ville	Far- view	Harris- burg	Norris- town	Tor- rance	War- ren	Wer- nersville	Phila- delphia	Laurel- ton	Penn- hurst	Polk	Selins- grove
1-2-3. Meats -----	5.50	5.20	5.98	7.32	5.50	6.50	5.00	5.36	5.77	6.08	5.21	5.33	3.92	5.87
4. Fat, cooking -----	.40	.53	.37	.52	.64	.40	.26	.49	.58	.20	.27	.51	.50	.60
5. Butter -----	1.00	1.07	1.05	.92	.98	1.00	.94	.86	1.05	1.03	.95	1.07	1.01	1.04
6. Farinaceous, flour -----	10.00	5.59	6.83	9.20	8.25	6.46	11.32	6.85	7.42	7.58	10.11	7.70	9.42	6.05
7. Cereals -----		1.44	1.55	1.02		1.77		1.97		2.37	.75	2.25		2.31
8. Milk -----	24.00	20.26	20.93	21.85	22.71	20.12	20.14	25.67	19.80	18.24	27.60	25.78	24.63	29.52
9. Cheese -----	.30	.15	.14	.29	.44	.27	.32	.39	.23	.35	.20	.23	.19	.31
10. Eggs -----	1.00	1.22	1.41	.67	.92	1.58	.89	1.08	1.53	1.14	1.17	.47	1.33	.91
11. Sugar -----	2.25	2.63	2.15	2.50	2.30	2.48	1.54	2.67	2.66	3.10	1.95	2.69	2.18	3.09
12. Syrup -----	.50	.25	.89	.59	1.23	.36	1.15	.35		.06	.43	.24		1.00
13. Vegetables, potatoes -----	10.00	9.82	7.77	12.89	7.47	7.53	9.50	11.10	7.65	6.40	5.29	8.03	10.21	11.59
14. Leafy -----	4.80	5.10	2.93	4.22	6.01	4.43	5.14	3.92	4.36	3.84	2.60	5.11	5.90	6.85
15. Tomatoes -----	3.20	2.50	3.02	2.46	2.31	2.47	3.17	1.91	4.47	1.80	2.68	3.33	2.59	2.60
16. Roots and others -----	4.80	4.77	3.50	3.44	4.73	6.07	6.49	5.24	5.50	5.43	3.27	4.84	6.95	6.25
17. Legumes -----	1.00	.95	1.19	1.34	1.08	.80	2.37	1.15	1.20	.70	.62	.92	1.10	.76
18. Fruits—fresh, canned -----	2.40	6.45	2.50	5.94	3.86	5.17	3.98	4.13	7.11	5.40	3.01	6.51	4.92	5.70
19. Dried -----	1.50	1.28	1.20	.23	.99	1.15	.76	.47	1.15	.98	.80	.65	.80	.21
20. Beverages, coffee -----	.66	.65	.41	.63	.53	.50	.36	.47	.47	.78	.30	.16	.35	.39
21. Tea and cocoa -----	.22	.18	.09	.17	.18	.16	.13	.11	.19	.20	.08	.85	.15	.11
22. Miscellaneous food adjuncts -----	.60	.68	.60	.30	.44	.48	.54	.84	.69	.44	.56	.69	.53	1.20
23. Spices -----	.50	.43	.48	.77	.56	.41	.72	.50	.65	.45	.44	.65	.52	.85
24. Total -----	74.61	71.14	64.99	77.27	71.29	70.11	74.72	75.53	72.07	66.57	73.29	78.01	77.20	87.21
25. Waste—ozs. per capita -----		1.35	.68	.20	1.97	2.68		3.74	2.05	2.64	.84	.53		1.33
Per Capita Per Diem Food Costs Based on Total Population		346	297	163	376	667	294	322	163	707	112	219	304	62
Daily average number of employees fed -----		1608	1964	895	2084	3380	1746	2351	1474	5680	701	1910	2772	450
Daily average number of patients fed -----		.1134	.1160	.0989	.1266	.1560	.1265	.1369	.1024	.1916	.0848	.0906	.1242	.0589
Purchased food costs -----		.0840	.0834	.1044	.0852	.0470	.0948	.0868	.0996	.1182	.1182	.1162	.0822	.2036
Produced food costs -----														
Sub-total—Raw food costs -----														
Overhead (salaries, supplies) -----		.0423	.0357	.0210	.0255	.0307	.0257	.0289	.0400	.0207	.0432	.0274	.0394	.0412
Total -----		.2397	.2351	.2243	.2373	.2337	.2470	.2526	.2420	.2321	.2462	.2342	.2458	.3037

Two institutions, the Philadelphia State Hospital and the Norristown State Hospital, both near produce markets, have obtained the services of an inspector from the Federal Bureau of Agricultural Economics who checks, upon delivery, the quality of the fresh fruits and vegetables purchased. This service has been well worth the cost involved because it has insured the institutions that they are receiving the quality of goods for which they are paying. The unbiased statement of an expert grader is accepted with much better grace by the vendors than that of any institutional employee.

Certain surplus foods, such as butter, oranges, grapefruit, apples and cabbage have been allotted to various State institutions by the Department of Public Assistance whenever these items were available in excess amounts.

For the county homes a minimum basic food requirement was compiled, and is used by the workers in these institutions.

Nursing Education

During the past biennium the requests from general hospitals for affiliation in psychiatric nursing has increased. Warren State Hospital extended this experience to one new school during the past year. This increased their enrollment to an average of forty-three students. No more can be accepted without increasing their teaching supervising personnel.

Psychiatric nursing is a much needed experience for all student nurses and should be made available to other schools as soon as the budget for mental institutions is sufficient to warrant setting up teaching programs.

A course for attendants given by the Harrisburg State Hospital has met the requirements of, and has been accredited by, the Department of Public Instruction. There are now three institutions in the State accredited for attendant training, two of which are in State institutions, namely, Harrisburg State Hospital and Wernersville State Hospital. This is most gratifying, since there is a definite need for trained workers to provide intelligent care for the mentally ill.

A shortage of adequately trained personnel, both nurses and attendants, is a problem that has not been satisfactorily solved in the majority of the mental hospitals, and in the institutions for epileptics and mental defectives. While the graduate nurse staff has been increased, and an effort has been made to secure the nurse with advanced preparation for the position of supervisor and charge nurse, the need for more prepared people in the nursing departments of the State mental institutions is quite apparent.

A number of hospitals do not have adequate housing facilities for their graduate nurse staff. Connellsville State Hospital, for example, has no nurses' home. Nurses live in one unit of the hospital and others in rented rooms outside of the hospital. This arrangement is not satisfactory.

Inadequate housing facilities for student nurses exist in Hazleton State Hospital, compelling a number of students to live in private houses. This is not desirable unless it is possible for the student to live with her parents, and even then this procedure should be limited to the student's senior year.

During the past year a complete isolation unit has been opened in the Pennhurst Hospital Building. This now makes it possible to isolate and care for all tuberculous patients.

Another step forward has been made in the medical and surgical hospitals. With one exception, all now have a part-time pathologist.

Institutional Farms

Institutional heads responsible for penal or mental cases have proven the value of a considerable area of ground in addition to that required for institutional buildings. Inmates and patients are detained for comparatively long periods. During these periods there is need for protection such as that afforded by a considerable area of land.

Many of those thus detained are able-bodied. Others are also in need of wholesome outdoor exercise. A variety of interests as found in a varied farm program tends to enrich the institutional opportunity for rehabilitation.

The institutional food supply is much more satisfactorily under control when a large proportion, both as to variety and volume, is produced. The better land is planned, and the better the plan is developed, the greater are the benefits accruing as to work opportunity and availability of foods for man and animal. Every acre should be a part of a sound plan.

The following figures summarize certain facts as to institutional farm acreage:

Number of farms . . .	19		
Acreage—		Acreage in truck crops	1,459
Total	27,242	Orchards	498
Tilled	12,558	Pasture	3,663
Institutional build-		Woodlots	7,597
ings and grounds	1,697	Miscellaneous . . .	1,627

There has been a trend over the past decade to diminish somewhat the total tilled acreage, and to increase the area in pasture and woodlots. This trend has developed due to the better appreciation of soil conservation principles. It is believed that as conservation is practiced, fertility is increased, and therefore total returns from the land are greater.

Work opportunity afforded in farm activities includes work with vegetables and other farm crops, work in the dairy, piggery, henery, work with farm equipment, and other activities more or less closely related to farm crops or livestock. The average number more or less regularly employed was 697 prisoners and 1,142 patients.

The policy of farm planning as followed, assumes that every acre of institutional land merits consideration in a sound plan. Farm crops, of course, cannot be produced on land used for institutional buildings, grounds and drives. The remaining acreage, however, has been allotted to produce products, as needed, in the following order: vegetables, potatoes, tilled crops to support the dairy and other livestock activities, pasture and woodlots.

The food needs of any given institution, as developed in accordance with the basic food ration, constitute the basis for farm planning. The basic food ration was set up about seven years ago through the Consulting Dietitian and others called together in a series of conferences for that purpose. That basic ration and the land or buildings, or both, available, serve as the original source of information from which the annual farm plan evolves. The evolving process is one shared annually by the superintendent, steward, farm manager, farm activity heads, dietitian and the agriculturist of the Department of Welfare. Past experience as to crop yields are taken into consideration in developing future plans.

The following production goods were accepted after careful study and analysis of farm management survey and production data:

FOOD NEEDS AND PRODUCTION GOALS

Food Needs

Production

Vegetables—3 acres per hundred people

Milk—1½ lbs. per capita per day—12,000 lbs. per cow per year

Eggs—½ egg per capita per day—200 eggs per hen per year

Pork—40-60 lbs. per capita per year—7 pigs slaughtered per litter

Potatoes—250 bushels per acre

General Farms Crops—50% above average acre

Crops or livestock are not for sale. Should a surplus develop at any institution, provision is made for reporting it to the Department of Welfare, where it is allocated to some institution needing such product.

The planning and follow-up of plans are made more effectual through:

An Annual Institutional Farm Conference at State College
Regional farm conferences on special topics

The issue of a monthly summary of dairy, hennery and other production

Visits and correspondence

Livestock sanitation and health are supervised through the capable services of a veterinarian from the Bureau of Animal Industry of the State Department of Agriculture. The agricultural extension staff of the Pennsylvania State College each year renders highly valuable services to all institutions operating farms. During the last biennium an outstanding accomplishment was achieved in bringing 2,500 acres under strip and contour farming. This work is a part of a careful survey made at each institution. In addition to the acreage indicated already under strip or contour farming practice, about 3,600 acres are in pasture and 7,600 in woodlots.

As stated previously, it is believed that vegetable production makes a greater return than any other farm activity to institutional needs. Acreage in vegetables, as shown, was 1,459. The production received was as follows:

1939	1940
8,058,490 lbs.	10,307,915 lbs.

The poundage given does not include potatoes, but is the aggregate of all vegetable crops. The kinds of vegetables predominating are string beans, beets, carrots, cabbage, sweet corn, and tomatoes. The aid of specialists at the Pennsylvania State College is used annually in connection with varieties, culture, fertilizers, seed sources, and other problems. A definite and detailed planting plan is urged upon each institution. Such a plan is essential in order to give assurance of quality and volume of each crop as needed.

Milk and egg production as shown in the following table indicate both yields for 1939 and 1940, as well as a comparison with those for 1929.

MILK AND EGG PRODUCTION YEAR ENDED MAY 31

Institution	Pounds of Milk Per Cow			Eggs Per Hen		
	1929	1939	1940	1929	1939	1940
Allentown -----	11,556	11,439	12,151	127.00	185.06	173.11
Danville -----	7,548	10,361	10,747	111.70	221.72	215.47
Farview -----	6,002	12,177	11,899	189.00	177.64	191.83
Harrisburg -----	8,359	11,671	12,842	71.40	239.37	239.99
Norristown -----	7,660	10,221	11,015	146.00	129.46	138.66
Philadelphia -----	—	4,885	10,265	—	—	—
Torrance -----	9,176	10,944	11,487	77.00	210.99	198.24
Warren -----	10,558	11,305	11,121	111.70	165.15	154.37
Wernersville -----	6,990	10,404	10,754	129.00	200.59	191.29
Huntingdon -----	7,895	11,251	13,112	56.20	210.26	215.70
Morganza -----	8,154	11,872	13,543	—	165.02	163.96
Muncy -----	9,566	14,902	12,884	172.00	240.46	244.32
Rockview -----	9,732	16,276	16,941	188.40	222.25	230.65
Laurelton -----	8,620	14,255	14,023	111.00	182.52	197.37
Pennhurst -----	9,113	12,781	12,627	61.00	208.08	239.69
Polk -----	12,775	11,974	11,753	—	—	—
Selinsgrove -----	—	14,027	12,521	—	207.80	219.79
Average -----	9,222	11,863	12,104	122.00	197.35	201.83

During 1939 and 1940 three-fourths of the institutions were able to approximate the goal of $1\frac{1}{2}$ pounds of milk per capita. In 1929 none of the institutions succeeded in so doing. In 1939 and 1940 the average production of milk per cow was approximately 12,000 pounds; in 1929 only one herd achieved that result. In 1939 and 1940 no institution fell below the minimum acceptable production of 10,000 pounds of milk per cow per year; in 1929 twelve institutions were in that low group.

Of the 118 bulls in service from 1920 to 1940, 52 had been calves selected from the outstanding pure bred female families in Pennsylvania institutional herds. Twenty-five herd sires had been secured through the cooperative arrangement developed with the United States Bureau of Dairy Industry. The remaining 41 have been purchased.

During 1939 and 1940 about one-third of the institutions succeeded in producing up to one-half egg per capita per day. In 1929 less than one-sixth were able to do so. During 1939 and 1940 the production for all flocks had reached approximately 200 eggs per bird per year; in 1929 no flock had that record to its credit. In 1939 and 1940 one flock produced less than 150 eggs per bird, the minimum acceptable figure; in 1929 ten flocks were in that low group.

Production data covering pigs and farm crops are shown in the following table:

PIG AND FARM CROP PRODUCTION YEAR ENDED MAY 31

Institution	Pigs Slaughtered Per Litter			Crop Index		
	1929	1939	1940	1929	1938	1939
Allentown -----	6.80	7.06	5.77	106	186	204
Danville -----	7.00	7.12	6.66	154	162	198
Farview -----	7.40	4.16	8.53	93	158	137
Harrisburg -----	—	—	—	157	203	136
Norristown -----	4.00	7.14	6.74	132	136	144
Torrance -----	4.90	7.18	6.74	91	159	146
Warren -----	6.20	6.47	3.20	133	196	161
Wernersville -----	5.40	6.51	5.24	118	161	112
Huntingdon -----	7.00	5.02	6.95	126	160	145
Morganza -----	6.30	5.83	6.21	111	190	192
Muncy -----	6.60	6.33	5.64	170	214	185
Graterford -----	—	—	—	68	125	103
Rockview -----	6.20	7.31	8.16	92	176	148
Laurelton -----	4.80	5.25	7.08	92	113	90
Pennhurst -----	6.80	6.70	6.65	120	121	126
Polk -----	6.10	6.43	4.51	136	208	202
Selinsgrove -----	—	7.08	7.40	94	111	144
Average -----	5.69	6.40	6.19	112	159	151

It is considered a real economy at all institutions operating farms to produce pork. The pig converts efficiently waste foods and other feeds into pork for human consumption. In 1939 and 1940, six and four institutions, respectively, exceeded the goal of 7 pigs slaughtered per litter farrowed.

The figures used to indicate the crop index for each institution show the number of acres the average farmer requires to produce crops grown on 100 institutional acres. It will be seen that a considerable improvement has developed in crop yields since 1929. The crops included are corn for grain and ensilage, oats, hay, wheat, barley and potatoes.

Surplus products as reported to the Department and transferred to other institutions where need for such products existed, were recorded as follows:

1939			1940		
	Amount	Value		Amount	Value
Vegetables -----	44,200 lbs.	\$666.40	Vegetables -----	112,510 lbs.	\$1,219.53
Potatoes -----	399,724 lbs.	5,354.15	Potatoes -----	355,470 lbs.	5,344.18
Seed -----	1,166 bu.	551.19	Seed -----	500 bu.	425.00
Livestock -----	—	1,525.00	Livestock -----	—	1,585.00
Miscellaneous -----	—	154.00	Miscellaneous -----	—	4,955.51
Total -----	—	\$8,250.74	Total -----	—	\$13,529.22

In 1938 members of the Pennsylvania Motor Police responded to a request from the Secretary of Welfare to make a thorough survey of State-owned farms to determine the presence of marijuana. After completing the survey on all farms, a report was made that no tract of marijuana was found at any of the institutions.

The production of seed potatoes for use at other institutions continues at the Farview State Hospital. Unfortunately, acreage and equipment available do not permit producing for all of the institutions. Approximately 3,000 bushels per year of late potato seed are grown under the supervision of the Extension Pathologist from the Pennsylvania State College. Roguing is done regularly. Seed transferred to other institutions has proven its value.

Institutional Laundry Program

For the years ended May 31, 1939 and 1940, respectively, institutional reports show a total laundry poundage of 31,304,827 and 35,599,123. The soiled goods thus represented is that for the State-owned institutions under the Department of Welfare—13 mental institutions, 7 penal and correctional institutions, and 10 medical and surgical hospitals.

In the laundry activity, employment is given to 181 inmates of the penal and correctional group and 944 patients in mental institutions. For the year ended May 31, 1940 the average gross cost per pound was \$.0055. The data figured in these costs covers all washing supplies, such as soaps, starch and the like, minor repairs to equipment, and payroll.

The quality of work done is a matter of interest, as well as the cost and other measures of efficiency. In order to determine with some accuracy the quality of finished goods, a test bundle program is conducted as a part of relations with the Department of Textile Chemistry at Pennsylvania State College. This arrangement is shared by the Departments of Welfare, Health, Public Instruction and Military Affairs. It has been operating since October, 1936. The loss in breaking strength, the maintenance of white color, and the removal of soil are measured quarterly through what is known as a test piece. This test piece, prepared at State College, is sent to each institution where it is run through the wash wheel fifty times, and is then returned to State College for analysis. Five test bundles had been run before the 1936-1938 biennium. During the latter period bundles 6 to 11 were run, and during the past bien-

nium bundles 12 to 19 were checked. The results for these three groups are shown as follows:

TEST BUNDLE RESULTS

	1-5 Up to May, 1936	6-11 1936-1938	12-19 1938-1940
Loss in breaking strength	12.1	9.9	8.2
Retention of white color	93.2	94.9	97.5
Soil removal	48.6	75.2	76.6

It will be noticed that a very sharp improvement developed during the 1936-1938 biennium. This is attributed largely to the better follow-up made possible through the employment of a Research Fellow, who has, since October, 1936, supervised the laundry procedure, including the conduct of the test bundle program and other research work. While an immediate improvement followed the initiation of that program in 1936, it is evident that it has continued into the last biennium.

A monthly summary of laundry data, including population served, employees used, average monthly poundage of soiled goods per capita, and costs, is compiled and forwarded to the institutions. Great interest is evidenced in these figures. The summary seems to serve its purpose in helping maintain interest and develop better performance.

An annual conference for laundry heads is arranged to meet at the Pennsylvania State College. Representatives from laundries operating under other State Departments, as well as those from the Department of Welfare institutions, participate in this conference. In addition to these contacts, regional conferences have been held, at which those responsible for laundry procedure have been in attendance.

Since 1935 laundry supplies and equipment have been bought in accordance with specifications carefully developed through institutional and departmental representatives on a standardization committee. The specifications during the past fiscal year were subjected to rigid reconsideration and, in a number of instances, revised.

Engineering Services

The program related to General State Authority construction and equipment monopolized practically every working day during the biennium. A separate section of this report covers that work.

A report from the Comptroller's office covering the six months ended May 31, 1939, indicated that \$28,000 less had been spent for light, power and fuel than during the similar period of the previous year. Such a saving had been anticipated due to alterations and changes made in those services at a number of institutions, notably Morganza, Warren, Philadelphia and Norristown.

Some of these changes were made through the General State Authority program, and some were made through institutional budgets. Additional changes of like nature are anticipated.

Changes meriting special mention include the following:

ASHLAND STATE HOSPITAL—Through a W. P. A. project and the donation of a small parcel of land, additional facilities are under way which will add materially to the water supply. The advantages will be both in additional water, and in pressure. Due to lack of pressure, the top floor of the hospital has suffered from being unable to secure adequate water.

PHILADELPHIA STATE HOSPITAL—A W. P. A. project has been initiated to replace a part of the electrical distribution. This change was sorely needed. Immediately after the institution was taken over by the State, changes were made in the boiler and power plant, which added greatly to the efficiency of management. It is important that a thoroughly reliable engineering survey be made so that as further expenditures are made in connection with the buildings or utilities, the work done may tie into a sound long-time program.

PENNHURST STATE SCHOOL—Work is under way changing the electrical current from direct to alternating current. Important power plant piping has been changed. At this institution, as well as certain others, the General State Authority program has provided new boilers and certain other facilities, which should mean much toward efficiency and economy of operation.

TORRANCE STATE HOSPITAL—During the biennium a well-qualified engineer was employed. The filling of this position marks an important step in progress. Any institution of such size develops problems which demand the ability of such an individual if they are to be met properly.

Water was one of the first problems which the new engineer found. A large storage reservoir near the institutional buildings is needing repair badly. A catch basin on the mountain water shed was so badly cracked that much of the limited water supply avail-

able was not being caught so that it could be turned into the line to the institution. One of the early accomplishments of the new engineer was to repair the present catch basin, and to add an additional one. These two will safeguard much of the water supply and will, to the extent that they are efficient, limit the annual expenditures in the purchase of water which have been necessary.

Through the General State Authority program a boiler and power plant building was erected over the boilers already in use. This structure replaces an entirely inadequate old wooden shed which afforded only partial protection from the elements.

CORRECTION OF HAZARDS—For a number of bienniums the Department of Labor and Industry has reported urgent need for installation of facilities for fire alarm, emergency lighting and the addition of fire towers, exit lights and many other items in order to afford safety to patients and employees. It was not until funds became available through legislative enactment that real progress was made in such corrections. Through Act 51, 1936, approximately \$256,000 was committed for correction of hazards at Welfare institutions. Through appropriation Act 88-A, 1937, approximately \$923,000 was made available for similar purposes.

Architectural Services

During the entire biennium the time and ability of the Consulting Architect for the Bureau were largely required for the continuous flow of problems related to the General State Authority construction and equipment program. Inasmuch as that program is discussed in a separate section of this report it will not be included here.

Additional matters requiring technical consideration included alterations and minor additions at the institutions located at Philadelphia, Torrance, Huntingdon, Muncy, Morganza and Nanticoke. The magnitude of the work at the Philadelphia State Hospital was considerably greater because of the very numerous group of requirements to place buildings and facilities in usable condition, not to mention the overcoming of a terribly over-crowded condition. Institutional maintenance, repair, and alterations constitute a normally heavy load.

Study and approval were given for plans relating to new construction and alterations at 15 institutions other than those that are State owned.

W.P.A. Projects

During the biennium W.P.A. projects operating or approved in the Department of Welfare totalled 28. These projects originated in and were related to work at 15 different institutions. Federal and sponsors' funds involved were respectively \$1,772,546 and \$462,829.

Of the total, 6 covered painting specifically; 15 included improvements to grounds and buildings. Others provided for correction of fire hazards, the improvement or making of roads, the classification or additions to filing systems, and 3 included certain new construction.

Sewing projects were maintained for a part or all of the biennium at 19 institutions. It is estimated that approximately 126,000 yards of materials, in addition to some supplies, were furnished from W.P.A. funds, while approximately 496,000 yards and essential accessories were furnished through sponsors' funds.

About 323,000 articles were made. These included garments, towels, sheets, pillow slips and many other items needed for hospital or ward use. The value of these articles is estimated to approximate \$150,000.

Miscellaneous

LINEN CONTROL

Early in the biennium study was begun relative to a program for linen or textile control in institutions. Particularly at mental institutions it is recognized that there is some loss, as well as considerable destruction, of textiles. Such loss and destruction are related both to the budget and to the care of patients. Inasmuch as it applies to all such institutions, it is a matter of sufficient importance on which definite information should be had.

It was found after several conferences that a very thorough procedure as to locating and accounting for losses and destruction had been in effect at the Pittsburgh City mental hospital at Mayview for several years. A meeting was held at that institution at which representatives from State-owned institutions in the western part of the State participated. After additional conferences and discussions, record forms were prepared, printed and distributed to the institutions. An effort was made to initiate the program for the fiscal year beginning June 1, 1940. Due, however, to a lack of shelving and other facilities about to be provided through the General State Authority construction program, it is likely that very few institutions will be able to initiate the program on that date.

New Institutions

In October, 1938, in accordance with an Act of Legislature, the Secretary of Welfare formally assumed control of the Philadelphia Mental Hospital located near Byberry and known as "Byberry." A very careful study was made immediately of the institution by the staff of the Bureau of Institutional Management, along with a number of others from the Department of Welfare.

Due to the enormous volume of deferred maintenance, serious over-crowding, and to problems of organization, that institution has continued to present problems of major importance throughout the entire biennium. Fortunately, many problems of organization have been skillfully met by the Superintendent. A considerable portion of the problems of deferred maintenance have been approached, but many of the more serious ones can not be corrected without major construction and alterations.

Through the General State Authority construction program the Western State Psychiatric Hospital and the new Pennsylvania Industrial School near Camp Hill were constructed. At the end of the biennium an engineer and assistants were employed in charge of the Western State Psychiatric Hospital. For the new Pennsylvania Industrial School a Superintendent, engineer and farm manager were employed in March, 1940. As a result of these key positions being filled, a farm production program was developed, and much work done through the engineer, which was necessary before occupancy could be accomplished. Due to lack of major equipment, neither of these two institutions could be formally occupied. The farming program at the New Industrial School included a very careful following of an erosion control program as presented by representatives of the Pennsylvania State College.

INTER-DEPARTMENTAL CO-OPERATION

Through the Pennsylvania Motor Police the following used and surplus clothing was distributed to institutions in need of such items: 50 overcoats, 30 breeches, 100 blouses.

The Forester for the Department of Highways was instrumental in making available a considerable quantity of nursery stock from the Milton Nursery of that Department. The Department of Welfare through the State Colony for Epileptics at Selinsgrove turned over several thousand tons of stone to the Department of Highways and also made available certain storage space for equipment of the Department of Highways.

Sample whiskeys and other high alcoholic liquors as available from the Liquor Control Board were distributed to 10 institutions needing such supplies. The initial distribution involved about 125 gallons. It is understood that more supplies of that type will be available as they may be needed for medicinal purposes.

NATIONAL YOUTH ADMINISTRATION PROJECTS

Projects employing youth through the National Youth Administration were approved during the biennium for a total of 55 projects at 12 institutions. The 55 projects included original projects, as well as renewals in the case of several institutions. A total of 632 workers were involved and for 3,289 worker-months.

The estimated value of the projects was \$65,753, of which the sponsor's contribution was \$4,383. The workers were employed largely in general hospital employment, including clerical, repair, dietary, store room, nursing, sewing and other types of work inside, and painting, improvement of grounds and other types of work relating to institutional maintenance and improvement.

STATE COUNCIL FOR THE BLIND

THE State Council for the Blind was created by an Act of the Legislature as an administrative board within the Department of Welfare in 1925. It consists of seven members, the Secretary of Welfare, Secretary of Labor and Industry, the Superintendent of Public Instruction, and four others appointed by the Governor for a term of four years. The Secretary of Welfare is the Executive Officer and Secretary of the State Council for the Blind.

The duties and functions of the State Council for the Blind may be classified into two distinct programs:

Services for the blind which include those specific services to visually handicapped persons resulting in the improvement of their social and economic well-being. Those services include special education at the home or school, employment in sheltered workshops or in competitive industry, training for the professional field, vocational guidance and rehabilitation.

Prevention of blindness which includes the development of those services to individuals resulting in restored or improved vision and the prevention of unnecessary blindness.

Services for the Blind

The State Council for the Blind is an advisory and supervisory agency, whose duties and functions are primarily to act as a clearing-house for all other public and private agencies. It seeks to cooperate with such agencies by referring the problems of each blind person in need of service. It is often necessary to refer a visually handicapped person to more than one agency, since most agencies offer only one type of service. In no instance can there be found any one agency offering all the necessary services to an average blind person.

The State Council for the Blind cooperates and works with the State Department of Public Assistance, State Department of Labor and Industry, and the State Department of Public Instruction, in their endeavor to better the conditions among those individuals handicapped with partial or total blindness. It also cooperates fully with the Education and Recreation Division of the Works Projects Administration in the development of projects for blind persons and more particularly in its project for home instruction to blind persons.

The increased help of service groups throughout the sixty-seven counties of the State, including the Lions' International, Rotary, Kiwanis and Exchange Clubs, which in turn have been supplemented by their Ladies' Auxiliaries and other groups such as business and professional groups, Junior Leagues, etc., have assisted materially.

Services made available by the State Council for the Blind for visually handicapped persons include the following:

- a. The distribution of Talking Book reproducers, manufactured as a Works Projects Administration project by the Federal Government. In 1936 the State Council for the Blind was designated by the Library of Congress as the distributing agency for these reproducers in Pennsylvania. Through the cooperation of the County Boards of Assistance, the Council has been able to make an equitable distribution of more than two thousand machines.
- b. Cooperation with the Department of Public Assistance. Pensions for blindness are administered by the Department of Public Assistance whose visitors receive numerous requests for services other than those offered by their Department. Such requests are forwarded to the State Council for the Blind which undertakes to refer them to the proper agency or agencies for follow-up.
- c. Employment opportunities for capable blind persons in vending stands.
During this biennium the number of vending stands established under the direct supervision of the State Council for the Blind has increased from 33 in the preceding biennium to 41 in the present biennium. The placement of blind operators in vending stands has been based by the State Department for the Blind upon two important factors:
 1. The establishment of a blind person in a business which will make him self-supporting.
 2. The providing of such a person with an occupation which will make him at least partially, if not wholly, self-supporting in future years.

It is anticipated that several operators of these vending stands may never earn a complete livelihood without the assistance of their monthly grants from the State, but the combination of the two incomes provide economic se-

curity. A table showing the number of stands established and operated by the State Council for the Blind is included in this report.

d. Rehabilitation.

During the past biennium the Bureau of Rehabilitation, Department of Labor and Industry, has paid, co-jointly with the State Council for the Blind, the salary of a field representative whose duties specifically covered the placement of blind persons in employment. This is true not only in vending stands, but also in competitive industry.

e. Special Education.

The State Council for the Blind enjoys the cooperation of the Division of Special Education, Department of Public Instruction, in the placement of qualified blind persons in institutions of higher learning.

f. Work Projects Administration.

More than forty blind persons were employed under the Home Teaching Project for the Adult Blind in those rural counties of the Commonwealth where such services have heretofore not been available.

g. Legislation.

The State Council for the Blind gave active support to the following Legislative measures:

1. A bill favoring the prepared use by the Commonwealth, its counties and sub-divisions, for the purchase of mops, brooms, and other blind-made products.
2. Bills increasing the appropriation by Congress for the manufacture of additional Talking Book Reproducers under the Work Projects Administration.
3. An appropriation bill for the publication of books in Braille.
4. Proposed amendments to the Randolph-Sheppard Act for the operation of vending stands by blind persons in Federal buildings.

h. Central Sales Plan.

The State Council for the Blind, in collaboration with various agencies for the blind, has actively promoted a

plan for the development of a policy of sales of products manufactured by blind persons, whether in their own homes or while employed in workshops. It is hoped that the plan will result in increased production and sale of blind-made products.

Prevention, Conservation and Restoration of Vision

The Prevention of Blindness Division has two general objectives: (1) to create a more general awareness to the possibilities of preventing blindness and conserving vision and (2), to build within health and social welfare organizations a specific program whereby the resources of those organizations may be used to greater capacity.

Under the following sections, measures taken by the Council for the prevention and conservation of vision are outlined:

a. Follow-up of Blind Pension Applicants.

The State Council for the Blind attempts to give follow-up service in securing medical and surgical treatment for all those individuals who have made application for a pension for blindness. This is done after the examining ophthalmologist has recommended treatment which might result in restored or improved vision.

b. N.Y.A. Project.

In cooperation with the Pittsburgh Branch of the Pennsylvania Association for the Blind, a joint project with the National Youth Administration was established. This project provided the transcription of school textbooks into large print for the use of children with impaired vision in those sections of rural Pennsylvania where sight saving classes are not available. These textbooks in 24 point print will be made available to school districts on a loan basis.

c. Survey of Follow-up of School Children.

A survey was made in cooperation with the Dauphin County Branch of the Pennsylvania Association for the Blind on a follow-up on 440 school children in fourth class school districts who were referred to the Council by the State Department of Health as having serious eye defects. The results of the survey were reported to the Board of Governors of the Dauphin County Medical Society.

d. Vision Testing Surveys.

In cooperation with the Department of Public Instruction and the Erie County Superintendent of Schools, an evaluation was made of the three methods commonly used in the examination of the eyes of school children. This study was reported in the Archives of Ophthalmology, December, 1939.

Vision testing surveys were conducted in Allegheny, Dauphin and Berks Counties in cooperation with Prevention of Blindness Divisions of the Pennsylvania Association for the Blind. These tests covered approximately 4,000 school children.

e. Legislation.

The Council actively supported two important prevention of blindness measures which were enacted at the regular 1939 session of the Legislature; Act No. 65 prohibiting the sale and use of fireworks, and Act No. 213, requiring the reporting of cases of ophthalmia neonatorum (inflammation of the eyes of infants).

f. Causes of Blindness.

The Council has continued to maintain a diagnostic file of the causes of blindness on approximately 15,000 individuals, and has reported these causes before the Ophthalmological Section of the American Medical Association and the Pennsylvania State Medical Society.

BUREAU OF CORRECTIONS

WHILE the previous setup of the old Bureau of Restoration had the regulatory power to direct, supervise, inspect, and recommend changes as to the removal of hazardous conditions in all penal and correctional institutions in Pennsylvania, the present Bureau of Correction has been endeavoring to meet a more important challenge. That challenge is individual treatment for the offender.

By a process of submitting persons admitted to the institution to a series of tests and examinations during the quarantine period (which usually lasts for thirty days), and by contacting previous employers, the parents and relatives, and the persons residing in the same locality as the prisoner, it is possible to learn a lot about the habits and abilities of each person incarcerated. By further examinations, both physical and mental, adaptabilities of the prisoner are recognized, and a program obtained by which the authorities are able to plan for the release of the prisoner—probably a better equipped individual than at the time of conviction.

Supervision and Inspection

In addition to supervising the five State-owned penal, one industrial and one training school, the Bureau is further responsible for the supervision of the 68 county prisons, one work house, one prison farm, one house of correction, and 548 city, borough and township lock-ups. That supervision consists of the planning with the institution on regulations, and the general welfare of the prisoner. In addition, the institutions are inspected, at least annually, by one of the prison inspectors, and any conditions found to exist which are unsafe or insanitary, or in any manner constitute a hazard to the life or health of the prisoners, are brought to the attention of the board of trustees in charge, and every effort is made to have the conditions rectified or eliminated.

During the biennium ended May 31, 1940, 265 inspections of institutions under the supervision of the Bureau were made. Generally speaking the prisons and institutions in the Commonwealth of Pennsylvania are orderly, well kept, and in good condition.

Over-crowded Condition

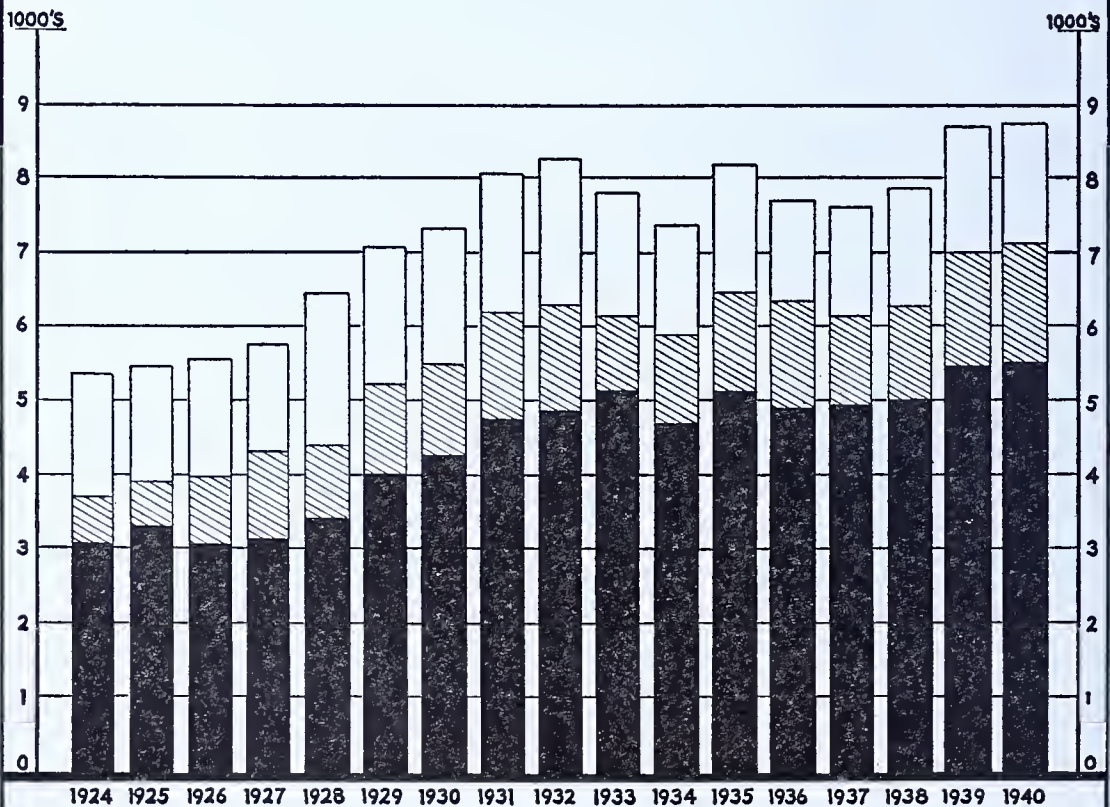
Because of the many sentences to the State penal and correctional institutions, the buildings have naturally been over-crowded. To alleviate this over-crowded condition without handi-

STATE INSTITUTIONS PENAL AND CORRECTIONAL POPULATION MAY 31 1924—1940

PENITENTIARIES 

CORRECTIONAL SCHOOLS 

INDUSTRIAL SCHOOLS 



capping the prisoners, the Bureau, with the cooperation of the county commissioners, reached at least a temporary solution to the problem of over-crowding.

The prisoners whose minimum sentences are short enough so that they will not be detained for too long a time without employment, and possibly confined to their cells, are transferred from the State institutions to the county prisons. This is accomplished only after the wardens or superintendents at the institutions are convinced that the prisoner will adjust satisfactorily in a county prison; after the county authorities accept the particular prisoner as a good risk; and after the Bureau of Corrections has approved the transfer.

During the biennial period ended May 31, 1940, there were 506 prisoners transferred from the State to the county institutions.

Interviews

Frequently the prisoners have problems which they do not wish to discuss with the authorities in charge of the various institutions. The Bureau has continuously maintained an open-door policy for all complaints and problems, and each request received by the Bureau is investigated, and the prisoners given the privilege of a personal interview with a representative from the Bureau of Corrections.

Approximately 1,250 prisoners were interviewed during the biennium ended May 31, 1940.

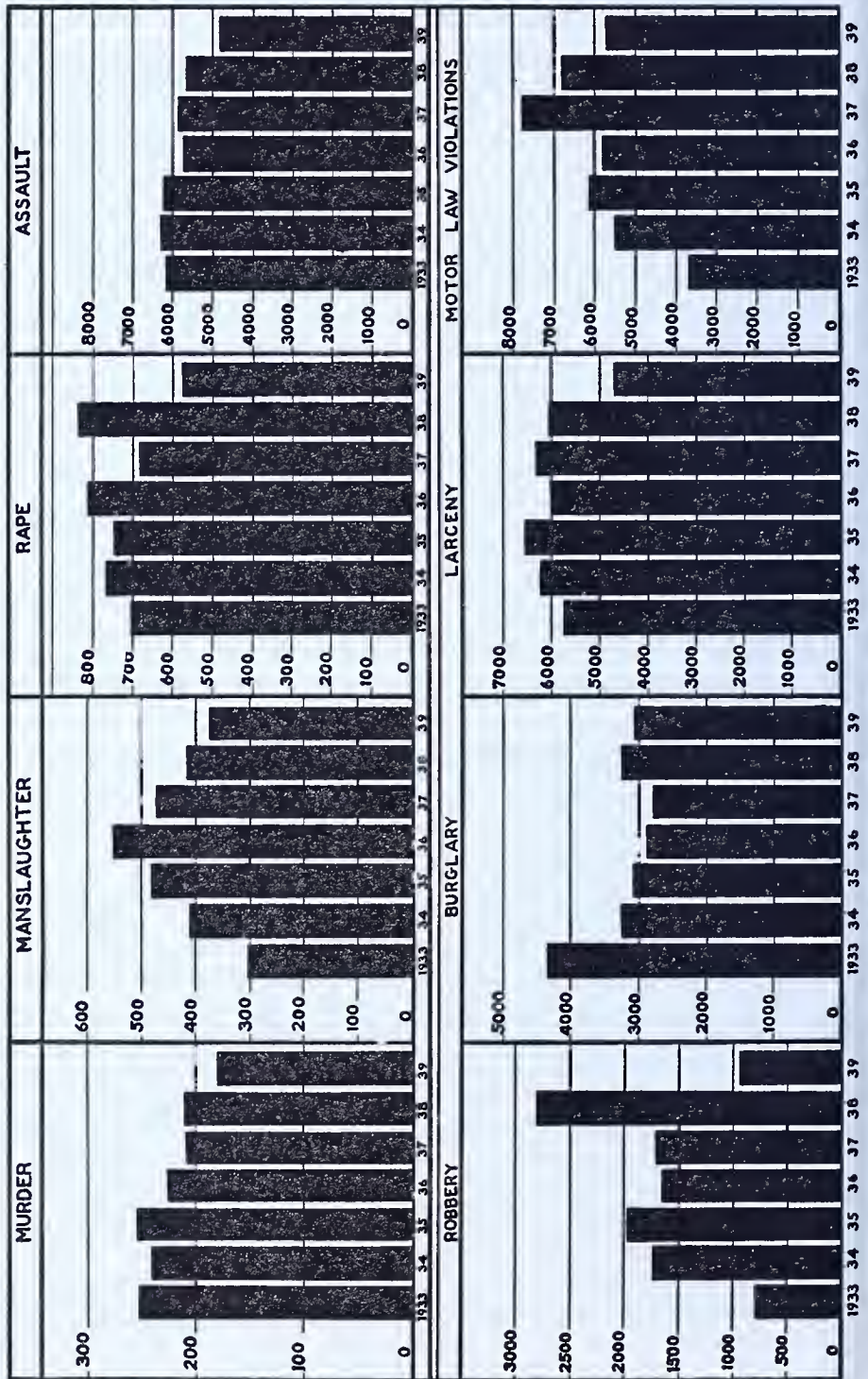
Special Attention Required

At the close of the biennium the Bureau of Corrections had the records of 515 sex criminals analyzed. Some of these individuals had required special treatment while in the institution, and all of them had been given much time, thought and special study by the State institutional authorities. The findings of this study will be published some time in the near future as an addenda to the statistical report of this Department.

Another type of prisoners receiving special attention is the recidivist. Because of the problem presented by these prisoners, a study was made by the Division of Research and Statistics on these individuals. For the purpose of the study a recidivist was defined as anyone who, previous to the sentence to the penitentiary, had been arrested one or more times and was, or was not, convicted. While this definition may be subject to criticism, it was decided that other meanings of the term placed too much importance on conviction.

ANNUAL CRIME TREND IN PENNSYLVANIA

DEFENDANTS BEFORE TRIAL COURT
JANUARY 1, 1933
DECEMBER 31, 1939



In the study of 4,000 cases picked at random, 83 per cent had previous records of delinquency.

This alarming percentage has been a challenge to the institutions, and they are working harder to restore the prisoners so that they are able to return to their community upon release from the institution, establish themselves as useful citizens, and avoid further contact with the law.

County Prisons Enlarged

Several of the larger counties have increased their farming area, and have enlarged their shops and schools, which has eliminated idleness for many prisoners, and given them the chance for constructive employment. A small wage is paid to the employed prisoner, and from this money he is able to provide himself with items not furnished by the institutions, and, in some instances, be of assistance to his dependents. But in the broader sense, this plan has aided him in preparing for the future by offering him the privilege of learning a trade, and by providing him with an opportunity to acquire practical experience.

Building Improvements

Two new and modern hospitals have been completed at the Western State Penitentiary, Pittsburgh, and the New Eastern State Penitentiary, Graterford, and are now in use. These hospitals are splendidly equipped, and provide facilities for adequate medical and surgical care at the institution.

Two cottages were also completed at the State Industrial Home for Women, at Muncy, which increases the accommodation facilities of the home by an additional 91 beds.

Pennsylvania Industrial School

The Pennsylvania Industrial School at Camp Hill is near completion and will be ready for occupancy the beginning of 1941. All of the boys now located in the Pennsylvania Industrial School at Huntingdon who are not classified as defective delinquents, will be moved to the new school. It is believed that approximately 800 boys will be transferred, and approximately 100 more brought from other institutions, exclusive of the new commitments.

The old school at Huntingdon, after the movement to Camp Hill has been completed, will be used exclusively for the detention of defective delinquents, thus providing the Commonwealth for the

first time with an institution for this type of patient. It will be placed under the Bureau of Mental Health, and will receive commitments through the courts and by transfer from other institutions.

Special Investigations

In addition to making the regular inspections of the penal and correctional institutions in the Commonwealth, the Bureau acts also as an investigating agency for the Department of Welfare. Special investigations of unusual happenings in all institutions under the supervision of the Department of Welfare are made immediately, and a complete and detailed report showing the cause, the responsibility, citing laxity or negligence, and recommending changes which may eliminate similar occurrences, is submitted to the Secretary of Welfare.

During the biennium there were 120 such investigations made by the Bureau.

Cooperations with Agencies

The Bureau of Correction is closely aligned and cooperates with different agencies and associations in Pennsylvania, in order to promote legislation eliminating many controversies that now occur between the court, the institutional authorities and the Department of Welfare.

Statistics

Statistical information on the prisoners of the State and county institutions is embodied in the Annual Statistical Report of this Department, and with the exception of the movement of population in the State penal institutions, it was thought unnecessary to include further information here. For those interested, a request to the Department of Welfare for a copy of the latest Annual Statistical Report will provide that information.

Summary

In conclusion the activities of the Bureau may be summarized in the following program:

1. To assist in any programs that have for their objectives either the destruction of the roots of delinquency, or prevention of crime.
2. To improve the accommodations, the treatment, and rehabilitative program in each institution and prison.

3. To provide special treatment for those requiring special care.
4. To endeavor to make the prisoner a better person and a better citizen.
5. To encourage study of the prisoners and their problems.
6. To develop further cooperation between the Department of Welfare and the institutions under its supervision.

BUREAU OF COMMUNITY WORK

IN 1933 the Bureau of Community Work was established to combine the services of the former Bureau of Assistance and the former Bureau of Children. The function of this Bureau is to provide service to the community in its care of the helpless; i. e., dependent and delinquent children, the ill, and the aged in private and State-aided institutions and county homes. Such services must necessarily be based on the needs of the community and are deeply affected by the traditions and cultures of the local area. Thus, while developing standards for the entire State, each county, with its varying complexities and problems, must be treated as an individual and separate entity. No group can be allowed to lag, so that while a good metropolitan area with its many modern and up-to-date facilities must be urged and stimulated to more effective service, a rural unit with no facilities at all must be helped to secure the best services known and available.

What constitutes an adequate standard has been the subject of much discussion. Decreased initial cost, while resulting in cheaper service, actually means increasing existing needs and the creation of additional problems. True economy lies in intelligent prevention planning and the prevention of child dependency, penniless old age, illness, and delinquency as community social problems.

The responsibility for developing the best standards for all services is met by:

1. Careful supervision of all institutions and agencies by trained, intelligent, understanding field representatives under wise leadership.
2. Planning with communities through their representatives.
3. Meeting with and speaking to groups of citizens.
4. Aiding in social studies.
5. Preparing papers and other public information.
6. Issuing pamphlets on general and specific welfare.

The Bureau consists of four Divisions:

1. Family and Child Welfare.
2. Homes and Hospitals.
3. Administration of the Solicitation and Non-profit Corporation Acts.
4. Rural Child Welfare Unit.

Division of Family and Child Welfare

Any child not in his own home is considered a responsibility of the Commonwealth, and provision for his or her care is supervised by this Division. Under the Administrative Code the Division is responsible for supervising 447 organizations caring for children. This number includes institutions for dependent, neglected, handicapped and delinquent children, agencies giving child placing service, as well as county homes and homes for the aged receiving State aid. Statistics show a trend toward smaller population in institutions with increasing emphasis on foster home care. Every effort is made to improve all types of service and care, and in most instances real improvement is noticed.

All county homes and State-aided homes for the aged and the indigent are subject to an annual inspection visit by a representative of the Family and Child Division, in order to ascertain whether or not its Rules, Regulations and Standards are being adhered to, as required by Act 396.

It is an accepted fact that the contentment and well-being of the residents in a Home depends largely upon the type of care received and the attitude of the management rather than upon the physical aspects of the building and equipment. Nevertheless, building programs as sponsored by various counties clearly demonstrate the fact that a well-planned building makes for efficiency and low-cost operation, and also that a happier atmosphere can be created when the building has been constructed with reference to practical house-keeping as well as to the handicaps of the aged person.

The Department stresses the value of adequate medical care for the aged due to the fact that physical infirmity is one of the fundamental reasons for applicants seeking refuge in an institution of this type. There is a growing belief among those most closely associated with this work that, generally speaking, admissions are becoming more and more limited to old people with some disability. The more able-bodied aged can frequently be well cared for outside the county home (e. g., Old Age Assistance grants).

A thorough physical examination of all applicants is strongly recommended. Findings and diagnoses are entered on medical record blanks, with adequate provision for recording follow-up treatment. These records are readily available in the doctors' offices in the various homes.

All infants' boarding homes caring for more than one child three years of age or less, must be inspected, supervised and licensed by

the Department of Welfare, as well as the agency using the home. At present there are 74 licensed boarding homes for infants.

Any child placed in the State by an outside agency must be listed with the Department. Under the Importation Act the placing agency must file with the Division a bond guaranteeing responsibility for the care of the child. At present 92 such children are placed within the Commonwealth. The Department of Welfare receives reports of supervisory visits made to these children by the agencies responsible for the placements.

The Interracial Consultant in this Division acts as a liaison person for difficulties arising from situations in which there may be racial discrimination.

One of the most important activities being continued and developed under this Division is the plan for the prevention of Juvenile delinquency by supervision of institutions for delinquent children and the initiation of the practice of informal conferences with superintendents to discuss delinquency. The Division also plans and cooperates with judges responsible for juvenile court practice, probation and truancy officers in a delinquency prevention program.

At the 1939 session of the Legislature the Juvenile Court law was amended, changing the word "child" as used in the Act to mean a minor under the age of eighteen years.

Division of Homes and Hospitals

This Division is responsible for the annual inspection and general supervision of 171 hospitals receiving State aid, and the inspection of private nursing homes and hospitals making application for licenses under the Private Nursing Home and Hospital Licensing Act, No. 165. All licensed institutions are inspected at least annually and constantly supervised in order to maintain legal standards of personnel and equipment. At the close of the biennium there were 163 currently licensed private nursing and convalescent homes and hospitals, and nine homes and hospitals licensed for maternity service only, under the Maternity Act No. 473. Licenses are issued only after the Department of Labor and Industry has inspected and approved premises for structural safety, and after this Department is satisfied that applicants are responsible persons and the places sought to be used are suitable for the purpose specified in the applications.

During the biennium the Private Nursing Home and Hospital Licensing Act was strengthened by the amendment to include for licensing all hospitals, excepting those State-owned, State-aided or

licensed under another statute. Heretofore, hospitals operating under non-profit charters were exempt under the Act. General standards of privately operated hospitals during this period have been improved.

The appropriation of \$8,487,450 for the biennium to State-aided hospitals covers partial expense incurred by the hospitals in the treatment and care of patients, admitted to the wards, who are unable to pay in whole or in part for hospitalization.

Gradually the public is becoming more familiar with the provisions of the Solicitation Act.

Since February of 1939 all mayors and burgesses throughout the State have been requested to cooperate with the Department in the administration of the law. The letters to the mayors also offered assistance to the city authorities should they desire to adopt ordinances conforming with the provisions of the Solicitation Act.

Radio station operators have also been asked to forbid any appeals to the public over their stations for charitable, benevolent or patriotic purposes unless the organizations hold valid certificates of registration.

Previous to 1939 the Department of Welfare did not enlist the cooperation of the Pennsylvania Motor Police in having organizations comply with the provisions of the law. During the past year, however, continued violations have been brought to the attention of this law enforcement body. Further cooperation by municipal, civic and social agencies has assisted in the administration of the Act.

The Department's attention has been called to the fact that several "high pressure" sales companies have discontinued their activities in the State because local authorities insisted that the provisions of the Solicitation Act be met, and because the companies felt that they could not give the charitable organizations eighty-five per cent of the profits as provided by the law.

In 1938 the Rules and Regulations governing the administration of the Solicitation Act were amended, and the provision rigidly enforced. It has been necessary since that time for an application for a certificate of registration to be accompanied by an audit prepared by a certified public accountant.

The amendment also included the provision that, if a certificate is revoked or refused, the agency is not eligible for consideration of a new application until six months after the revocation or refusal.

It is the desire of this Division to cooperate with all other Divisions, Bureaus and Departments of the Commonwealth. When an out-of-state non-profit corporation files an application for a certificate, it is necessary for the organization to procure a Certificate of Authority to operate in Pennsylvania from the Department of State in accordance with the corporation law before the application is considered under the Solicitation Act. Section 4 provides that the Department of Welfare must deem the corporation, co-partnership or association a proper one before granting a certificate. If the group will not comply with all the laws, it could not be considered "a proper one."

Publicity is given to organizations which are granted certificates as well as those refused certificates because of their failure to meet the requirements of the Act. This publicity is given through the daily newspapers as well as monthly supplemental lists sent to a rather large mailing list.

On June 1, 1938, 418 certificates were in effect, while on June 1, 1940, 564 agencies held valid certificates. During the biennium 25 agencies have been refused certificates because they could not or would not comply with all the provisions of the law or the Rules and Regulations governing its administration.

Non-profit Corporation Act

Section 212, Act 105, 1933, provides special procedure for the incorporation of certain charitable and eleemosynary institutions and societies. According to these provisions approval of the Articles of Incorporation by the Department of Welfare is required by the courts before charters may be granted. The Department is charged with establishing a need for the proposed corporation in the community wherein the work is to be carried on.

The same procedure is necessary in connection with amendments to charters issued to organizations coming under the above classifications.

Rules, Regulations and Standards for the Care of Certain Indigent Persons and Children

The County Institution District Law, Act 396 of 1937, which became effective January 1, 1938, gave to the county commissioners, acting as executive and administrative officers of the institution district, responsibility for the care of dependents, defined as "indigent persons requiring public care because of physical or mental infirmity" and "dependent children," according to the rules, regu-

lations and standards established by the Department of Welfare. Fulfilling the responsibility placed upon the Department by this Act, rules, regulations and standards were prepared and issued to the county institution districts early in 1940, to become effective February 1. They were set up in three sections: (1) rules and regulations for the care of adult dependents; (2) minimum standards for county institutions (county homes); (3) rules and regulations for the care of dependent children.

The County Institution District Law created in each county as a part of the county government, a local public welfare department having responsibility for persons physically and mentally infirm, and for dependent children who for the most part require care away from their own homes (formerly the responsibility of poor boards). The rules and regulations established by the Department are intended as a guide for the county commissioners in the development of programs for the care of the two types of dependent persons, adults and children who become their responsibility under the law.

Rural Child Welfare Unit

Under the name of Rural Extension Unit the Rural Child Welfare Unit was created by executive order in March, 1936. To administer the program of child welfare services for Pennsylvania under the provisions of Title 5, Part 3, of the Federal Social Security Act. The name was changed from Rural Extension Unit to Rural Child Welfare Unit early in 1940.

In June of each year the Department of Welfare submits to the U. S. Children's Bureau a plan (which has been worked out jointly between the Department and the Bureau) in which is described the activities of the program, and a budget is submitted based on these activities for the fiscal year ended June 30. On approval of the plan by the U. S. Children's Bureau a Federal grant of \$65,601 is made available to Pennsylvania for the fiscal year. The program has two parts: (1) the development of a child welfare program in rural counties or areas of special need through placing in the office of the county institution district a worker, qualified by training and experience in child welfare to plan for the dependent children supported by the county; (2) a Child Guiding Center located in Harrisburg, which serves three counties—Dauphin, Perry and Cumberland. The establishment of this Center is an experiment in making available to children having behavior difficulties, a type of specialized service, which is usually available only in cities. On request the Child Guidance Center will give service to other counties near enough to take advantage of what it has to offer.

At the end of May, 1939, when the last Biennial Report was issued, nine counties were operating under the plan. During this biennium services were discontinued in one county and six counties were added. Following a cut in the State appropriation to the Children's Aid Society of Pennsylvania, the Board of Directors of that agency decided to discontinue support and supervision to seven private agencies in rural counties formerly affiliated with it. Five of these counties, desiring that the standard of care built up through the interest of local citizens should be maintained, requested that the Department of Welfare extend to them the benefits of the plan for child welfare services. With no interruption in the service to children, the agencies in these counties were transferred from private to public, becoming local child welfare units in the county institution districts operating under the supervision of the State unit. This change from private to public agencies does not mean a lessening of interest and support of the citizen group. In every county having child welfare services, an advisory committee insures participation in and support of the program. In these 5 counties the Children's Aid Society Board become the advisory committee.

One additional county was added, making a total of 14 counties (Bedford, Bradford, Carbon, Columbia, Crawford, Cumberland, Fayette, Indiana, Mifflin, Northumberland, Susquehanna, Tioga, Washington and Wayne) active under the plan at the end of the biennium. Another county has signed the plan to become effective as soon as a child welfare secretary is selected. In the 14 counties having child welfare services at the end of May, 1940, a qualified child welfare secretary and sometimes an additional visitor on the staff of the County Institution District, is responsible for planning for the care of "dependent children." Under the rules and regulations established by the Department of Welfare a dependent child is defined as follows:

"Within the broad intent of the Act the term 'dependent children' who are in or committed to their charge shall be interpreted to apply to any child who needs care away from his own home and who is accepted for care by the child-caring agency (institution district or private agency) when investigation shows that there is need of care which is not otherwise provided for, and who is under the age of 18 years at the time he comes into care of the agency.

"The term 'dependent child' may also include a child living in his own home who is neglected or in danger of becoming delinquent and thus is likely to require support."

"The term 'dependent child,' as used in the Act, shall be construed to include, but not to be limited to, the 'dependent' and the 'neglected' child as defined by the Juvenile Court Act—Act 311 of June 2, 1933."

In these 14 counties the salary of the child welfare secretary, the visitor (where there is one) and the stenographer, in most instances, is paid from Federal funds. The county is responsible for board, clothing and medical care for the children taken into care, and also provides office space, equipment and supplies, and generally pays for the transportation of the workers.

According to the report for the biennium of 1936 to 1938, 734 children were in care in nine counties having child welfare services at the end of May, 1938. On May 31, 1940, 1,341 children were receiving care in 14 counties operating under the plan. Of the 1,341 children, 797, or a little over 59 per cent, were receiving care in foster homes; 270 or about 20 per cent were in institutions; a little over 18 per cent were receiving supervision in the homes of parents or relatives and 2 per cent were under supervision in wage homes.

During the two fiscal years the Center has developed form; also some knowledge of the possible extent of the need for and use of its services, and in addition, some experience with different methods of making its services available to rural and semi-rural areas.

While continuing to maintain the fundamental purpose of its services as a preventive measure in delinquency, it has found that parents and agencies have been able to use its services in a much broader sense. In many instances where no question of potential delinquency was involved, the service given has enabled the child to achieve a better adjustment, which is reflected in his activities in the community. In addition, the work of the Center provides for preventive service in other areas, such as mental illness or earlier diagnosis of a child of low intelligence who is in need of special education.

In the treatment and examination of children whose personality or behavior is presenting a problem to parents or community, the cooperation of parents, individuals and interested agencies is essential in order that the child may receive understanding and help in his environment as an integral part of treatment at the Center.

For this reason, the work of the Center includes interviews with parents, interested individuals and agencies, as well as with children.

Although the Center was established primarily to give service to Dauphin, Cumberland and Perry Counties, requests for service have come from a continually widening area during the past two years. From June 1, 1938, to May 31, 1939, service was given to seven counties, and in the following year to 11 counties, making the total number of different counties served during the two-year period 11. The accompanying table gives the names of counties and the number of cases from each. The proportional increase in service to rural areas over service to urban centers in the second fiscal year suggests that the Center is increasingly fulfilling its purpose of making service to children available in rural and semi-rural localities.

Requests for service or referral of parents to the Center have come from a great variety of sources, including schools, hospitals, institutions, private children's and family agencies, health and public agencies, various institutions and agencies dealing with delinquents, doctors, lawyers and ministers.

Further indication of the use of the Center is found in the number of children receiving service. From June 1, 1938, to May 31, 1939, 231 children received service; whereas from June 1, 1939, to May 31, 1940, service was given to 259 children. During the two-year period there were 32 children who returned to the Center either for a different or additional service, making a total intake for the biennium of 522. In addition there were 94 cases where the child was not seen but service was given through consultation with an individual or agency. The volume of work involved in giving this service is indicated by the number of interviews with children, parents and agencies. The total number of these for the two-year period was 3,859, of which 1,695 were held in the year 1938-1939 and 2,164 in the year 1939-1940.

Interpretation of the services offered by the Center is still an important aspect of its activity. The form of this has changed considerably during the biennium, however, because, as the community's knowledge of the Center has increased, interpretation has been given primarily through cooperative activity with individuals and agencies in the process of helping children. The Advisory Committee of the Center has also been a natural source of interpretation.

CASES RECEIVING SERVICE FROM THE CENTER FOR YEAR 1938-1939

Shown by Counties

Counties	Cases
Dauphin	205
Cumberland	73
Perry	20
York	8
Adams	1
Lancaster	1
Mifflin	1
Total	309

CASES RECEIVING SERVICE FROM THE CENTER FOR YEAR 1939-1940

Shown by Counties

Counties	Cases
Dauphin	132
Cumberland	63
Lancaster	62
Perry	21
Adams	12
York	10
Lebanon	3
Carbon	1
Mifflin	1
Northumberland	1
Schuylkill	1
Total	307

MOVEMENT OF PATIENT POPULATION IN MENTAL HOSPITALS FISCAL YEAR 1939-1940

STATE-OWNED AND STATE AIDED INSTITUTIONS	Total State and State Aided	Dix- mont State Aided	Total State Owned	Allen- town	Dan- ville	Far- view	Harris- burg	Norris- town	Phila- delphia	Tor- rance	War- ren	Werners- ville
PATIENTS ON BOOKS JUNE 1, 1939:												
In hospital -----	22,172	1,198	20,974	1,612	1,985	886	2,065	3,558	5,335	1,755	2,328	1,470
On parole -----	2,567	94	2,473	323	411	23	215	481	235	262	350	173
Total -----	24,739	1,292	23,447	1,935	2,396	909	2,280	4,039	5,570	1,997	2,678	1,643
ADMITTED DURING YEAR:												
First admissions -----	3,493	74	3,419	259	383	103	307	383	900	298	545	241
Readmissions -----	771	29	742	76	76	18	64	141	122	93	82	70
Transfers -----	107	7	100	4	6	6	3	37	7	23	8	11
Total -----	4,371	110	4,261	339	465	127	374	561	1,029	414	630	322
DISCHARGED DURING YEAR:												
Recovered -----	437	8	429	70	90	4	51	81	—	52	80	1
Improved -----	963	65	903	120	159	10	55	93	146	132	129	59
Unimproved -----	149	22	127	17	22	2	6	24	32	15	3	6
Without psychoses -----	175	—	175	41	52	1	14	8	2	3	54	—
Transferred -----	75	1	74	9	4	6	6	14	25	7	2	1
Died -----	1,516	58	1,458	87	128	33	134	207	419	99	231	120
Total -----	3,320	154	3,166	344	455	56	266	427	624	308	499	187
PATIENTS ON BOOKS MAY 31, 1940:												
In hospital -----	22,902	1,165	21,737	1,615	2,030	938	2,127	3,694	5,605	1,812	2,392	1,504
On parole -----	2,888	83	2,805	315	376	22	261	479	370	291	417	274
Total -----	25,790	1,248	24,542	1,930	2,406	960	2,388	4,173	5,975	2,103	2,809	1,778

MOVEMENT OF PATIENT POPULATION IN MENTAL HOSPITALS FISCAL YEAR 1939-1940—Continued

COUNTY AND CITY INSTITUTIONS	Total	Allegheny	Blair	Blakely	Chester	Hillside	Lancaster	Mercer	Pittsburgh	Ransom	Retreat	Schuylkill	Somerset
PATIENTS ON BOOKS JUNE 1, 1939:													
In hospital	10,278	2,276	333	147	335	894	429	226	2,074	372	1,098	584	510
On parole	1,219	235	80	4	71	132	88	27	241	45	120	118	58
Total	11,497	2,511	413	151	406	1,026	517	253	3,315	417	1,218	702	568
ADMITTED DURING YEAR:													
First admissions	1,867	274	148	24	70	219	115	35	600	32	185	97	68
Readmissions	407	63	32	—	15	42	19	8	130	12	44	25	17
Transfers	91	19	25	4	1	5	1	—	23	4	5	4	—
Total	2,365	356	205	28	86	266	135	43	753	48	234	126	85
DISCHARGED DURING YEAR:													
Recovered	375	108	22	1	14	75	23	7	3	28	49	38	9
Improved	644	158	37	1	35	23	30	13	239	13	42	16	37
Unimproved	107	27	11	—	7	6	8	1	27	—	10	—	10
Without psychoses	23	5	—	—	—	6	—	—	—	—	11	1	—
Transferred	85	5	2	4	—	11	5	1	11	5	10	10	21
Died	869	153	42	10	47	76	41	20	291	25	77	50	37
Total	2,103	456	114	16	103	197	107	42	571	71	199	113	114
PATIENTS ON BOOKS MAY 31, 1940:													
In hospital	10,383	2,203	354	148	322	935	434	237	3,185	373	1,131	568	493
On parole	1,376	208	150	15	67	160	111	17	312	21	122	147	46
Total	11,759	2,411	504	163	389	1,095	545	254	3,497	394	1,253	715	539

MOVEMENT OF POPULATION—STATE PENAL INSTITUTIONS YEAR ENDED MAY 31, 1940

	T	M	F	Eastern Penitentiary (Includes Graterford)	Western Penitentiary (Includes Rockview)	Pennsylvania Industrial School, Huntingdon	State Industrial Home for Women, Muncy
Population in institution beginning of year -----	6,998	6,722	276	3,303	2,172	1,247	276
Received during year -----	2,847	2,694	153	1,069	594	1,031	153
Total on register -----	9,845	9,416	429	4,372	2,766	2,278	429
Discharged during year -----	2,726	2,621	105	1,039	591	991	105
Population—End of year -----	7,119	6,795	324	3,333	2,175	1,287	324
RECEIVED:							
By new commitments -----	2,305	2,167	138	885	421	881	138
From Farview State Hospital -----	—	—	—	—	—	—	—
By transfer from other institutions --	185	127	6	52	72	3	6
For violation of parole -----	450	302	2	146	54	102	2
On order of court -----	89	85	—	4	41	40	—
Infants born -----	7	—	7	—	—	—	7
Escaped inmates returned -----	15	13	—	2	6	5	—
Total received -----	2,847	2,694	153	1,069	594	1,031	153
DISCHARGED:							
On parole -----	1,724	1,674	50	574	251	849	50
Commutation of sentence -----	83	83	—	—	33	50	—
Expiration of sentence -----	419	393	26	179	201	13	26
On order of court -----	118	118	—	33	43	42	—
Infants discharged -----	17	—	17	—	—	—	17
Escaped -----	13	13	—	2	6	5	—
Pardoned -----	—	—	—	—	—	—	—
Died -----	33	33	—	23	6	4	—
Transferred to Farview State Hos- pital -----	63	63	—	40	13	10	—
Transferred to other institutions --	256	244	12	188	38	18	12
Total discharged -----	2,726	2,621	105	1,039	591	991	105

MENTALLY DEFICIENT AND EPILEPTIC MOVEMENT OF POPULATION IN INSTITUTIONS

FISCAL YEAR ENDED MAY 31, 1940

	Total State- owned and State-aided	Elwyn (State-aided)	Total (State- owned)	Laurelton	Pennhurst	Polk	Selinsgrove (Epileptic)
POPULATION BEGINNING OF YEAR:							
In institution -----	6,949	1,004	5,945	693	1,889	2,919	444
On parole -----	357	5	352	115	151	70	16
Total -----	7,306	1,009	6,297	808	2,040	2,989	460
ADMITTED DURING YEAR:							
First admissions -----	550	51	499	66	205	133	35
Readmissions -----	9	2	7	1	1	1	4
Transfers -----	2	1	1	1	—	—	—
Total -----	561	54	507	68	206	134	39
DISCHARGED DURING YEAR:							
Improved -----	154	29	125	27	27	56	15
Unimproved -----	76	—	76	8	37	26	5
Without mental defect or Epileptic -----	—	—	—	—	—	—	—
Transferred -----	13	7	6	1	5	—	—
Died -----	111	7	104	2	28	55	19
Total -----	354	43	311	38	97	137	39
POPULATION END OF YEAR:							
In institution -----	7,146	1,007	6,139	693	2,073	2,937	436
On parole -----	367	13	354	145	136	49	24
Total -----	7,513	1,020	6,493	838	2,209	2,986	460

STAND CONCESSIONS OPENED AND OPERATED UNDER THE SUPERVISION OF THE STATE COUNCIL FOR THE BLIND

Period	Gross Sales	Working Months	Number of Stands	Gross Sales Per Working Month	Approximate Gross Net Profit*	Cost of Personnel**
June 1, 1934, to May 31, 1935	\$16,008.44	65	9	\$246.80	\$49.20	19%
June 1, 1935, to May 31, 1936	43,049.86	109	16	394.95	78.80	7%
June 1, 1936, to May 31, 1937	107,633.28	204	23	527.61	105.52	3%
June 1, 1937, to May 31, 1938	134,417.74	301	33	446.57	89.30	2%
June 1, 1938, to May 31, 1939	219,425.59	374	39	586.69	117.34	3%
June 1, 1939, to May 31, 1940	271,607.48	481	41	564.67	112.93	2%

* Approximate gross net returns are based on 20% of the gross sales.

** The cost of personnel is based on gross sales.

STAND CONCESSIONS

	Number Opened	Number Closed		Number Opened	Number Closed
1934	8	1	1937	8	0
1935	8	1	1938	13	4
1936	7	2	1939	6	3
			1940 (May 31)	2	0
			Total	52	11

Total number of stands in operation May 31, 1940-41.

In 1936, 1 stand was rebuilt, 3 were rebuilt in 1939, and 1 in 1940.

Of the total number of stands opened in 1938, 7 were Federal stands not under the supervision of the Council.